



CIVIL SERVICES IN INDIA

A SELECT ANNOTATED BIBLIOGRAPHY

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BY

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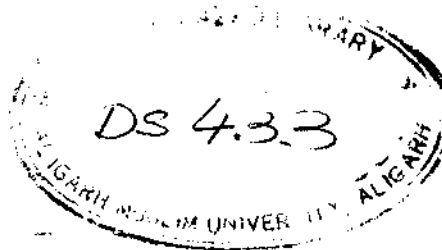
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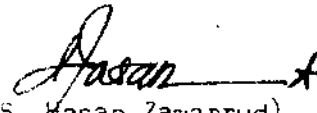
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This is to certify that the dissertation
was compiled under my supervision and guidance.


(S. Hasan Zamarrud)
LECTURER

Dedicated to my Parents

A C K N O W L E D G E M E N T

I am gratefully indebted to Prof. M. H. Razvi, Chairman Department of Library Science for providing the maximum possible facilities in Maulana Azad Library to undertake this bibliographic dissertation.

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MOHAMMAD QASIM

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LIST OF JOURNALS

NAME	FREQUENCY	PLACE OF PUBLICATION
Administrative Science Quarterly.	Quarterly	New York
Administrator.	Quarterly	Mussoori
Capital.	Weekly	Calcutta
Civic Affairs.	Monthly	Kanpur
Commerce.	Weekly	Bombay
Eastern Economist.	Weekly	New Delhi
Economic & Political Weekly.	Weekly	Bombay
Economic Times.	Daily	Bombay
Hindu.	Daily	Madras
Hindustan Times.	Daily	New Delhi
Illustrated Weekly of India.	Weekly	Bombay
Indian Express.	Daily	New Delhi
Indian Finance.	Weekly	Calcutta
Indian Journal of Industrial Relations.	Quarterly	New Delhi
Indian Journal of Public Administration.	Quarterly	New Delhi
Indian Journal of Training & Development.	Bi-Monthly	New Delhi
Indian Political Science Review	Bi-Annual	Delhi
Intereconomics.	Bi-Monthly	Hamburg, W. Germany
International Review of Administrative Sciences	Quarterly	Belgium
Journal of Applied Behavioral Science.	Quarterly	Washington, D.C.

Journal of Constitutional & Parliamentary Studies.	Quarterly	New Delhi
Journal of Political Studies.	Bi-Annual	Jullundar
Journal of the Lal Bhadur Shastri National Academy of Administration	Quarterly	Mussoori
Journal of the National Academy of Administration.	Quarterly	New Delhi
Labour Bulletin.	Monthly	Kanpur
Mainstream.	Weekly	New Delhi
Management in Government.	-	New Delhi
Modern Review.	Monthly	Calcutta
Opinion.	Weekly	Bombay
Personnel Administration.	Bi-Monthly	Washington, D.C.
Political Science Review.	Quarterly	Jaipur
Political Scientist.	Bi-Annual	Ranchi
Prashasika.	Quarterly	Jaipur
Public Administration.	Monthly	Kanpur
Public Administration.	Quarterly	London
Public Personnel Management	Quarterly	Chicago
Public Personnel Review.	Quarterly	Chicago
Quarterly Journal of Administration.	Quarterly	London
Quarterly Journal of the Local Self Government Institute.	Quarterly	Bombay
Socialist India.	Weekly	New Delhi
Statesman.	Daily	New Delhi
Supreme Court Journal.	Fortnightly	Madras
Swarajya.	Weekly	Madras
Times of India.	Daily	New Delhi

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PART ONE
INTRODUCTION

I N T R O D U C T I O N

I have tried in this work to cover every aspect of Civil Services in India. The work has been divided into three parts. One is descriptive and gives the Historical Background, Recruitment, Training, Civil Servants and Ministers and Role of Bureaucrats.

SCOPE:

The bibliography includes 252 entries which cover almost all aspects of the subject. Although the bibliography is essentially selective in nature it covers all the important aspects of the subject. In compiling this bibliography a thorough survey of the literature available in the Department of Political Science, Department of Law and Maulana Azad Library, Aligarh Muslim University, Aligarh was made.

STANDARD FOLLOWED:

Entries of the bibliography have been prepared according to the Indian standard recommendations for bibliographical reference (IS: 2381 - 1963) and Ranaganathan's Classified Catalogued Code.

ARRANGEMENT:

Entries have been arranged serially under the proper subject headings.

The entries of the main bibliography contain the following information.

1. Serial number.
2. Name of the author.
3. Title of the contribution.
4. Title of the periodical.
5. Volume number.
6. Issue number.
7. Year.
8. Inclusive pages containing contribution.

ABSTRACTS:

The entries in the bibliography contain abstracts giving essential information about the articles documented. I hope those using the bibliography will find them useful.

Part third consists of the following indices:

AUTHOR INDEX:

In this index authors have been alphabetically arranged and entry number of main bibliography given against the author's name. All references have been made to the entry number of main bibliography.

TITLE INDEX:

In this index entries have been arranged in alphabetic order under the title of the article and entry number of the main bibliography given for reference.

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MOHAMMAD QASIM

HISTORICAL BACKGROUND

The origin of the modern civil service can be undoubtedly traced back from history of East India Company. It was the "Steel Frame of Empire," its members were "the men who ruled India," the stuff of which many myths are made. No single date can be given for the founding of the Indian Civil Service. As it has been said of the Indian segment of the Empire, it could be said as well of the ICS that it was created in a "fit of absentmindedness." By and large, it began on the pattern established by the administrative system of the Moghul rulers, whom the British replaced in India.

In the early days of the British East India Company, clerks, called civilians to distinguish them from the military arm of the Company, came to India to seek their fortunes, and as the Company expanded and prospered, those who survived often succeeded as well. They were paid poorly, but they were not expected to live on their salaries. Rather, they augmented their income by private initiative. Their methods included private trade dealings, maintenance of monopoly control of new products, collection of graft on taxes, and receipt of "gifts" from those with whom they did business.

But as the Company grew and its members responsibilities increased, their own interests frequently ran counter to the interests of the Company. In some cases, exactions on the local population led to war, as to serious financial deficits for the Company. One massacre of Company servants in Patna in 1763 "brought Bengal to the verge of ruin." After this catastrophe, attempts were made to place limits on the rapacity of the Company's servants, so that by serving the Company well they would also serve themselves.

Three men Robert Clive, Warren Hastings and Lord Cornwallis, all of whom were governors of the Company in the last half of the eighteenth century are associated with attempts to place the Company's representatives on a more solid footing. In fact, their reforms were so extensive and so thorough that the service they created maintained its **essential** structural character until about 1930. Many of its features can still be found today.

Their efforts were the efforts of a central administration to control its representatives in the field. Since the agents were, at first, widely and thinly scattered over a country in which communications were poor, it was difficult to maintain discipline. Thus in 1765, during his second term as governor, Clive closed many of the far-flung regional trading posts, and brought his civilians back to the Calcutta and Madras bases of the Company.

In 1773, the right of private trading for civil servants was abolished. At the same time, officers were no longer permitted to receive "gifts" from the "natives." To this day, the Indian Administrative Service Rules set a ceiling on the size of permissible gifts. It was also under Clive in 1766 that salaries were first raised. Clive, and subsequently Hastings and Cornwallis, argued that legislation outlawing potentially corrupt practices was, by itself, pointless. Salaries had to be increased to place young men above temptation. With parsimonious directors in London resisting every increase, the fight to raise salaries was long, difficult, and uneven, but ultimately successful. The high salary that insures a high standard of living has been a feature of government service in India ever since. The IAS began with similar arrangements, although these have been corroded more what with time and inflation.

The reforms bore fruit. Almost immediately, there were numerous resignations from those who were disgusted because "their opportunities to get rich were quickly reduced. By 1840, an commentator in England, impressed by what he saw, announced, "There are far fewer sinecures in Bengal than there were in England; and no salary was paid for which some equivalent of work was not expected."

Another important step in the early years of the Service, designed both to improve the competence of the civilians and to build a wall against corruption, was Lord Wellesley's creation, in 1800, of a special training school at Fort William, Calcutta. Practically abolished in 1835 by the Company's directors, it was later replaced, in England, with Hailebury College, founded to train and ultimately to help select the civilians. Haileybury created traditions and spirit, imbuing its graduates with ideals of honesty and performance.

Until 1855 the administration posts were regarded as the property of the Crown, and filled by a system of patronage under which appointments were largely determined by birth and connections, and after the emergence of parties, by political affiliations. Very little attention was paid to the personal merits of the candidates. Demand for a throughgoing reform was voiced by Fox, Burke and Bentham. In November 1848 Lord John Russell and the Treasury appointed Trevelyan Northcote to undertake a thorough inquiry into the functioning of the civil service. The Trevelyan-Northcote report appeared in 1854 and a Civil Service Commission was appointed the same year in accordance with the above report. Apart from top level appointments which were made with the approval of the Prime Minister, open competitive examination was introduced for all posts in the civil service. A number of commissions have subsequently been appointed to regulate the affairs of the civil service. Some of them are The Playfair Commission 1875, The Ridley Commission 1886-90, The MacDonnell Commission 1912-14, The Gladstone Committee 1918, The Tomlinson Commission 1929 and the Asheton Committee 1944.

The principal civil posts in India were reserved to the covenanted civil service under the East India Company. Nominations to the covenanted civil service made by Directors in England prior to 1853, when the right was withdrawn and the civil service was thrown open to competition in England. In the year 1870, the precincts of the Indian Civil Service were made open to Indians by a parliamentary statute. The implementation of the statute led to the creation of statutory civil service in 1879. The movement

for the Indianisation of services led to the setting up of a Public Service Commission, under Sir Charles Aitchison in 1886. The Commission suggested modification of the Indian Civil Services Act, 1861 and the creation of a Provincial Civil Service, the members of which were to be filled under regulations to be framed by the local governments with the approval of the Government of India. Persistent discontent among Indians led to the appointment of Islington Commission in 1912 under the chairmanship of Lord Islington. The Commission's main recommendation was filling in of one-fourth of superior and provincial services in India and three-fourths in England.

Montagu's announcement of August 20, 1917 wholly altered the situation. Before Islington Commission's recommendation could be implemented came the Montagu-Chelmsford Report in November 1918 suggesting 33 per cent recruitment to the two services in India and an increase of 1/2 per cent each year until another Commission was appointed. Section 96(c) of the Government of India Act of 1919 provided for the establishment of a Public Service Commission in India.

To meet the growing demand for Indianisation another Commission known as the Commission on the Superior Civil Service in India under the Royal Chairmanship of Viscount Lee was appointed in June 1923. The Lee Commission recommended the establishment of a Public Service Commission with members of the highest public standing, free from political associations and possessing at least in the case of two amongst them of high judicial and legal qualifications. In pursuance of the above, a Public Service Commission came into being in 1926 under the chairmanship of Sir Ross Barker. This Commission became the precursor of the Federal Public Service Commission and of the present Union Public Service Commission located in New Delhi.

The present UPSC and State PSC's came into being in accordance with Article 315(1) of the Indian Constitution. The Constitution reads: "Subject to the provisions of this article, there shall be a Public Service Commission for the Union and a Public Service Commission for each State." Subject to certain conditions being fulfilled "Two or more States may agree that there shall be one Public Service Commission for that group of States." It was further provided that the Public Service Commission for the Union may agree to serve all or any of the needs of the State."

Article 316 (1) provided that "The Chairman and other members of a Public Service Commission shall be appointed, in the case of the Union Commission or a joint Commission, by the President , and in the case of a State Commission, by the Governor of the State. Article 316(2) provided for a six year term for a member of the Public Service Commission unless he himself resigned or was removed from office earlier according to procedure provided under the Constitution.

Article 317 provides for the manner of removal and suspension of members of the Public Service Commission and Article 318 lays down the conditions of service of members of the Union, Joint and State Public Service Commissions. To keep the Public Service Commission above fear and favour Article 319 imposed further restrictions on the members of the Public Service Commissions in respect of employment after retirement. Article 320 defines the functions of Union and State Public Service Commissions. These functions can be added to or modified according to Article 321. To ensure independence of the Commission, payment of salaries, allowances and pensions to members and staff of the Commissions is to be paid out of Consolidated Fund of India and the Consolidated Fund of the State. Article 323 imposes an obligation upon the Union and State Public Service Commissions to present a report annually to the President and Governor of the State respectively. This report is to be laid before both Houses of Parliament and the Legislature of the State. Thus Article 315 to 325 ensure the independence and integrity of the Public Service Commission in the country. They provide that after appointment by the President and the Governor a member can be removed or suspended only after a judicial inquiry by the Supreme Court under Article 145. Other grounds of removal are insolvency, infirmity of body or mind and engaging in any paid employment outside the duties of his office.

Notwithstanding the provisions that were incorporated in Constitution to ensure independence of recruitment of Union and State services through the setting up of independent Union and State Public Service Commission the public services both at the Union and State levels were guaranteed security of tenure under Article 310 and 311. Article 312 authorised

Parliament to create one or more all-India services common to the Union and the State . It further regularised the creation of Indian Administrative Service which had been created prior to the inauguration of the new Constitution. Article 314 specifically guarantees the rights of members of the Indian Civil Service left over in India after 1947 and hitherto known as members of the Secretary of State service.

The foregoing clearly shows that a great emphasis has been laid upon the constitution and working of Union and State Public Services. The District administration is also supposed to be guided and run by the Union and State Services. In view of the growing demand for democratic decentralisation and in view of the need for people's participation in administration it has been urged that there should be a Panchayati Raj Commission in each State to recruit personnel for the District Administration. The State cadres would no longer man the district administration except for maintenance of law and order. Most of the officials of Panchayati Raj bodies are to be selected by the Panchayati Raj Commission and should be responsible to Panchayati Raj bodies like Zila Parishads, Municipal Boards, Panchayat Samitis and village Panchayats.

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RECRUITMENT

There is also considerable controversy in regard to the manner of recruitment. The present practice is to select candidates on the basis of written competitive examination and a personality test. Of the two parts of this examination, the second part has come in for a great deal of criticism both in Parliament and outside. While written examination may be free from partisanship, the personality test leaves loopholes for considerable manoeuvring. The personality test is presided over by a member of the UPSC or state Public Service Commission as the case may be and assisted by a couple of experts. The test is all along oral and no record is kept. This kind of assessment is purely subjective. The conduct of personality test, even though subjective, does not provide an opportunity for appeal of any kind. The whole atmosphere is drowned in an atmosphere of secrecy and anonymity. To guard against this, some kind of record of the personality test is desirable. In addition, an understanding needs to be reached in respect of selection of experts. The experts should be expected to indicate that they are not related to the candidates under view.

The present philosophy and methods of recruitment are based on the assumption that talented young men with a sound academic background should be recruited on the basis of an all-India competitive examination conducted by the Union Public Service Commission. The all-India examination is an attempt to achieve uniformity of standards and act as an antidote to the prevailing diversities in the university standards. But this policy has created distortions in actual practice. All studies conducted into the social background of the IAS have shown that candidates with high university qualifications, of parents who are employed in the modern professions, who are exposed to urban life and are educated in premier metropolitan universities, successfully compete in the IAS examination.

SOCIAL STATUS:

On the basis of his study of the IAS for the period 1947-56 and 1957-63, Mr. V. Subrahmanian observes "(a) that the salaried and profes-

sional middle class as a whole is over-represented, (b) that every sub-group of this class, such as civil servants, business executives, teachers, university professors and lectures, doctors and lawyers, is over represented in greater or lesser degree, and (c) that the sons of farmers and workers are very much under-represented." Further, graduates from only half-a-dozen universities like Delhi, Calcutta, Madras, Allahabad, Bombay etc., get an absolute majority of seats in the list of successful IAS candidates. Out of the 85 candidates selected in 1970, as many as 54 were from these half-a-dozen universities. Similarly, in 1969 out of the 80 candidates selected, 42 were from these universities alone.

REMEDIAL MEASURE:

One remedial measure to correct the existing distortion is to hold a competitive examination with a pass in the higher secondary examination as the minimum qualification. The intellectual abilities and potentialities of the future administrator should be tested after school-leaving at the age of 15-17. It would radically alter the social composition of the IAS and provide opportunities to those who are really talented to compete successfully. If young boys of the school-leaving age are recruited, it has an added advantage in that it enables the Government to inculcate the proper attitudes in the future administrators. If the recruitment is at the age of 15-17 years, an intensive programme of training of four to five years would have to be devised. This period of extended training would be used in educating the future administrators, in inculcating the right kind of attitudes, and finally in screening those who are not fit for this assignment. A sound system of training can help positively in the flowering of talent, and negatively in the weeding out of misfits.

Under the system now obtaining no candidate can be weeded out if found unfit for the job after recruitment. Thus, a "catch them young" policy should be followed literally, talent should be searched for aggressively, and social disabilities in the path of the talented should be eliminated by a positive public policy. No candidate of the Scheduled Caste can today enter the IAS without reservation. More steps should be

taken by the Government to equalise opportunities for the talented to enter the IAS; and this is possible only if the emphasis is shifted from "acquired higher education" to a real search for talent and potentialities in school leavers.

Certain processes of social change are at work and the recruitment agencies are oblivious of it. The first generation students are being asked to compete with those who are born in families with a tradition of higher education. The greatest disadvantage at which this group of first generation students is put is in the sphere of proficiency in English. The hollowness of the claim that merit is the criterion of selection for the IAS is further exposed when we find that a certain relationship is assumed between the acquired knowledge of the English language of successful IAS candidates and their talent and intellectual abilities. Proficiency in the English language is again not a question of talent.

LIMITED EXPERIENCE:

An elite character of the IAS has another important social implication. The people who are recruited to the IAS have one kind of limited experience of life. The diversity of India is not reflected in the IAS. The varied social experience which would make the IAS capable of dealing with socially diverse and complex situations can be achieved only if the social base of the IAS is broadened. Moreover, the UPSC must structure its examination system to find out the level of social awareness of the future administrators. Instead of following the school syllabi, the UPSC should evolve its own syllabi under such heads as "Society and Economy," "Society and Culture," and "Society and Polity." This delinking of the UPSC syllabi from the school syllabi would ensure uniformity in the attainments of candidates and ensure a certain minimum degree of social awareness on their part.

To sum up, Macaulay's "gentlemen, cultured administrators" with a liberal education and outlook represent a segment of the Indian elite, and talent and merit are casualties because socio-cultural factors obstruct the entry of "talented" but socially disabled young men. A serious effort should be made to correct this distortion in the Indian public service.

KOTHARI COMMITTEE RECOMMENDATIONS:

In its report on the recruitment policy to be adopted for entry into Central Services, the Committee headed by Mr. D.S.Kothari, formerly Chairman of the University Grants Commission has recommended that the National Academy of Administration should be involved in the process of recruitment. It has proposed that on the completion of the foundation course at the Academy, there should be a post-training test to assess the personal qualities of the candidates relevant to the civil services. In fact, it is after the completion of the foundation course that the candidates are to be allocated to the individual services as it is felt that to the present practice of allocating candidates to the different services before they complete the foundation course tends to develop unhealthy jealousies.

Agreeing with the Administrative Reform Commission and the Gore Committee, it holds that even though the professional expertise required for a general administrator or a diplomat or a police officer or a member of any of the central services may vary, their general qualities of competence, traits of character and sense of commitment necessarily have a common denominator. They must essentially be endowed with a high degree of intellectual cohesion, articulation, depth of understanding, integrity, courage of conviction and capacity to respond to changing socio-economic and political horizons.

Taking into account these factors, the Committee has proposed that while there should be a common examination for entry into the various professional services, it should be followed by a screening test to be held after the completion of the foundation course to judge the suitability or otherwise of a candidate relevant to a particular service.

An important aspect which required to be emphasized here is the spirit of identification which the civil services are expected to establish with the masses. Unfortunately, in the last 30 years the gap between the people and the civil authority has been noticeably increasing.

Paradoxically, the advent of the jeep has widened the gap. The hiatus has increased since the days when the horse and camel reigned supreme. The tendency among the civil servants to avoid district and rural postings and to get ensconced in secretariat jobs is well known.

Similarly, the linguistic requirement also tends to accentuate "otherness" by generating a superiority complex among the government cadres and a corresponding sense of inferiority among the common folk. As a result, a wall has come up between the servant and the master. In colonial India the administrators were required to learn the languages of the people. But by this requirement seems to have been gradually eroded and from the rule book since the dawn of Independence.

Thus, the view of the Kothari Committee that every candidate who intends to join the Indian services should have sound knowledge of at least one of the Indian languages is reassuring. The Committee has unequivocally declared that "a young person who lacks proficiency even in one of our languages suffers from a major lacuna and is illfitted for public service." It holds that for the development of a well rounded personality, it is necessary that our young people should have some interest in the languages and the related literatures of our country and therefore recommends that there should be a compulsory paper in an Indian language.

In this context, it may be suggested that instead of having compulsory paper in one Indian language, we should have compulsory papers in two Indian languages one from the North and the other from the South or the East. This would go a long way in blunting the opposition to Hindi in the southern and eastern states by equalizing the handicap and would also effectuate the three language formula in a meaningful way.

Unfortunately, following the reorganization of States on linguistic basis, centrifugal tendencies have been accentuated in the country and the country is afflicted by a dangerous disease which may be termed as "son-of-the-soilitis". All steps that may lead to the eradication of this menace must be taken including the extension of all India

services and posting civil servants to States other than those of their domicile. This policy will be facilitated by the above measure.

As regards the number of attempts that may be allowed to a candidate, the Committee recognises that adequate opportunity should be provided to the late bloomers and to those who wish to pursue higher studies or obtain specialization in a subject of their choice before entering a civil career. While one may question the advisability of wasting professional talent in generalist careers as counter productive it does not stand to reason why the age limit should be restricted to 26. The purpose of examination, as the Committee admits, is to ensure the identification of the more capable among the competing candidates. Why then restrict the scope of choice by imposing an age limit ?

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TRAINING

The myth that rulers and administrators are "born" has been replaced by the belief that a proper system of training is essential to develop skills and capacities of administration among the public administrators. With advancement of democratic values and beliefs, the aristocratic concept that people with "blue blood" have inherited the natural capacity to 'administer' has given way to the opinion that training can make good administrators. No doubt public administration as an art is a continuous process of learning by acting, but a future administrator is formally trained, at the time of entry, before he is inducted to some specific assignment. Hence governments take great care in devising and planning the system of training for their civil servants.

Coupled with the belief that training plays an important role in the making of an administrator, two special factors have to be considered in the case of a training programme for the Indian Civil Service. First the higher civil service in India is recruited on the basis of a University Degree and an age requirement of 21-24 years.

This emphasis on a University Degree and the principle of "catch'em young" results in the recruitment of persons who have no training or education about the problems of public administration. Their only qualification is that they are brilliant young men with a background of liberal university education, and show their merit in a competitive examination conducted annually on an all-India basis by the Union Public Service Commission. But before assigning them any administrative responsibility or position, they should be exposed to the administrative culture and the nature of their future career. A new recruit to the Administrative Service has to be trained in the principles of public administration that is relationship in administration is hierarchical, superior civil servants have to be obeyed, laws of the country have to be uniformly applied without any distinction or discrimination, and administrative decisions have to be taken, as far as possible, on the basis of established procedures.

Thus the need for training is not only to teach the skills or techniques of administration, but also to induct the new entrant into the total ethos of administration.

The second special factor in the Indian context which needs special mention is that the administrator is playing a crucial role in the government-led modernization process of the country. The Indian administrator of today is expected to perform tasks which were neither performed by his predecessors, nor are being performed by his contemporaries in the advanced industrialized countries of the world. He has to act as a pace-setter for innovation and a torch-bearer of social change and modernization of the country. He is expected to be everywhere from the farm to the factory fighting against established modes of living of the people of an ancient country whose elite want to transform it into a modern one. Further, this task of nation-building has to be performed in the context of democracy where an administrator is accountable to the people's representatives for all his acts. Not only this. In a democracy, interest groups and sectional leaders pressurize the administrator to provide them benefits. Established procedures and rules and regulations come into conflict with the sectional demands of people's representatives. This is the greatest challenge to a public bureaucrat in a developing society. The success or failure of the great experiment of nation-building on the basis of democracy and economic planning depends upon the public servant's capacity to deliver the goods. If this experiment fails, the administrator will have his due share of fault and failure.

The above description clearly shows the great demands which the Indian society has put on the administrator, and the crucial role which training is expected to play in the shaping of this career civil servant performing these tasks. This is more so because in Indian University education is not provided to make a man fit for the public service. Education imparted to young men in the universities is not, in any special way, oriented to a future career as a public employee. It is the responsibility of the government to train its administrators after their recruitment. It is, therefore, worthwhile examining the system of train-

ing devised by the Government of India for its superior civil services, and to evaluate whether the training programme is adequate to equip the administrator for the tasks of modernization and national-building. The question to be answered here is : whether the values of political and social life as embodied in the Indian Constitution get concretized in the training as devised by the Government of India ?

Before explaining the system of training, it is essential to refer briefly to the structure of higher civil service in India. Like the British Administrative Class, the top most category in India is the Indian Administrative Service which has the following characteristics:

(A) The IAS is elitist in character. Every year 120-30 young brilliant university graduates enter the service on the basis of an all-India competition in which thousands compete.

(B) The IAS is a "generalist" service. Members of this service are considered fit for every job maintenance of law and order, management of heavy industrial complexes like steel plants, running of the Secretariat and formulation of policies dealing with the most technical problems agriculture, industrial production, import and export, petroleum and heavy industries, banking and currency, credit and life insurance, trade and commerce, health and education. They are like Plato's guardians who are the repository of all wisdom and are jacks of all trade. They feel themselves comfortable both in the role of policy making as well as of policy execution. No job deters them.

(C) In the administrative hierarchy, the IAS always occupy the highest position vis-a-vis other specialist Civil Services. The IAS is always at the top. If a district has to be managed, the Collector, the head of the district administration, will be from the IAS; if a Secretariat Department has to be managed the Secretary, the head of the Secretariat Department, would be an IAS or ICS officer only. The head of the Civil Service hierarchy in the State is the Chief Secretary, and in the Centre the Cabinet Secretary. These posts are occupied by member of the ICS or the IAS only.

(D) The IAS or ICS officers act as Chief advisers to the political leadership in taking policy decisions. The specialists in a Department, of whatever rank, reach the Minister through these officers.

All other categories of services in the civil administration rank below the IAS. The IAS is the most glamorous and the highest paid civil service in India. The above mentioned characteristics of the Indian Administrative Service clearly show that all important positions are occupied by the members of this service. They are expected to take policy decisions, provide administrative leadership, perform important supervisory functions, and run the whole machinery of administration both at the Central and the State level.

Keeping in mind the nature of the functions of the IAS, it is worthwhile to examine the training programme devised by the Government of India for this Service.

INSTITUTIONAL TRAINING: NATIONAL ACADEMY OF ADMINISTRATION

While many advanced countries of the world debated for a long period about the usefulness of formal institutional training for their higher public services, the Government of India opted for such a system of training for the IAS by establishing a Training School of the IAS Probationers at Metcalf House, Delhi, in March 1947. After recruitment the Indian Administrative Service Probationers were sent to the IAS training School at Delhi for a period one year. The courses of study included the Constitution of India, the Five Year Plans, the law of the country i.e. the Indian Penal Code, the Criminal Procedure Code, and the Criminal Procedure Code, and the Indian Evidence Act, Social & Political aspects of Indian History, the general principles of Economics, Public Administration, and organisation of government institutions. Arrangements were also made for the teaching of Hindi and other regional languages of India.

The objective of the above courses of study was to familiarise of the future administrator with the basic problems of Indian life which he would be dealing in future. The emphasis was to familiarise the Probationers with the law of the land, the philosophy and objects, economic planning and the machinery of government of the country. For many of the Probationers, it was their first exposure to the Constitution of India, the Five year plans and the legal set-up of the state. Young graduates, with different academic backgrounds (social sciences, natural sciences, biological sciences etc.), were to be integrated into a common service. These courses were intended to provide them with the common framework in which they were to operate. During this one year period of training, the candidates were sent to visit various parts of the country to have a feel of the countryside and its problems.

After this training of one year, the Probationers appeared in a test in these subjects conducted by the Union Public Service Commission. They were confirmed in the service if they passed this examination. After this followed the " on-the-job training " and the period of learning by doing.

Due to two important developments, the IAS Training School at Delhi was abolished, and in August 1959, the National Academy of Administration was established at Mussorie to impart training to the higher Civil Service in India.

The Academy of Administration was established to provide:

- (a) A common fundational course for direct recruits to the All-India and Class I Central Services, lasting about five months;
- (b) "Professional" training to direct recruits to the IAS for about seven months;
- (c) Two refresher re-orientation courses, each of about three months duration, to directly recruited IAS officers with 6-10 years service and those promoted to the IAS from the State service;
- (d) Short courses, seminar conferences, etc. lasting a week to a month, for the benefit of senior officers.

The common foundational course for five months for All-India Services and the Class I Central (non technical) Postal, Income-tax, Audit and Accounts, Customs, Excise, Defence and Railway Service is designed to develop among the recruits a feeling of belonging to a common public service, and a broad common outlook. This course is supposed to help in promoting mutual understanding among the trainees even after they have dispersed from the Academy. The foundational course is intended to make the trainees conversant with the social and political philosophy of the nation, and the tasks of development administration. The subjects of study at the foundational course are essentials of Public Administration, Basic Economic Principles, Five Year Plans, General Law, Indian History and Culture, Political Theory and Constitution of India. The idea behind this course is that the personnel of higher Civil Service in India should live together for a period of five months and develop a spirit of comradeship and common outlook and understand the constitutional economic and social framework within which they have to operate.

After the foundational course of five months at the Academy, all other trainees, except those of the IAS proper, leave for their respective training school.

The IAS Probationers remain for seven more months at the Academy to complete the "professional" part of their training. During this period they study in detail the problems of public administration, district administration; Indian legal system, revenue administration with special reference to the Indian Penal Code, Criminal Procedure Code, Indian Evidence Act, and Constitutional Law of the country. They are also taught some detailed problems of economic theory and Indian Planning. During the period of stay at the Academy, the trainees are also taken on Bharat Darshan and are attached for a week or fortnight to the District and to important Public Sector undertakings. 'Bharat Darshan' and attachment to the district and Public Sector undertakings last for about two months. For learning elementary weapon training, the IAS Probationers are also attached to the military establishment for a period of 3 to 4 weeks.

After the end of the year of training, the Probationers have to take the Probationers, Final Examination conducted by the Union Public Service Commission.

ORGANIZATION OF THE ACADEMY AND METHODS OF TRAINING:

Running and managing the Academy is the responsibility of the Ministry of Home Affairs which is responsible for the maintenance of the country's All India and the Central Services. The Academy has a Director who is a senior ICS official. Three out of the four Directors were former Chief Secretaries of the States and one was of the rank an Additional Secretary in the Ministry of Home Affairs. The fifth Director who has been recently appointed is an ICS official, and his previous assignment was Adviser in the Planning Commission. The Director is assisted by a Joint Director, who is a senior IAS official, and by Deputy Directors Senior and Junior. The Directing staff is responsible for the management of the academy, running of courses, maintenance of discipline, and other problems connected with the day-to-day administration of the Academy. The teaching work is shared by the Directing staff and the Professors with an academic background. The Academy has Professors of Economics, Public Administration, Political Sc. and Constitution, Law, Social Administration and Indian History and Culture. Practising administrators are also appointed for teaching purposes and are designated as " Supervisor of Studies." This intermingling of teaching by the practitioners of administration and professors with an academic background is expected to balance theory and practical experience in the lectures delivered to the trainees.

There is an advisory Council for the National Academy of Administration consisting of 25 members drawn from different walks of public life. About policies of training, this Council advises the Ministry of Home Affairs. The method of imparting training followed at the Academy is Lecture supplemented by tutorials and group-discussions. Previously, Syndicate studies were also conducted by the Probationers. The whole group was divided into five or six sub-groups and under the guidance of a teacher,

each group made a depth-study of the problem assigned to it. It was a collective group activity. Syndicate studies have been discontinued, and replaced by individual paper writing on problems assigned to the trainee by the teacher.

Before a critical appraisal of the formal institutionalized training of the IAS is made, it is essential to complete, in brief, the full story of IAS training.

After the Academy training, the IAS Probationer goes to his allotted State and is given "on-the-job" training varying from 10 to 20 months. This "on-the-job" training consists of the following:

- (A) A short period in the State Secretariat;
- (B) Work in Collector's offices;
- (C) Work in Treasury and Accounts;
- (D) Acquaintance with settlement and Land Records;
- (E) Work in Police office and inspection of Police Stations;
- (F) Work in Development Departments such as Agriculture, Cooperation, Panchayats, Community Development and Extension Service; and Irrigation works;
- (G) Work in sub-divisional office; and
- (H) Magisterial and other judicial work.

Some State governments have their own Training Schools and attach the IAS Probationers allotted to them, to the State Training Schools for a period of 3 to 4 months especially for imparting training in the revenue law of the State concerned.

After completing practical training, the IAS officer is posted to several junior posts at the sub-division, or the district or the State Secretariat. After gaining long experience, he is given an independent charge of the district. Thus the full training programme for the IAS is as follows:

1. At the National Academy of Administration:
 - (a) Foundational Course - 5 months;
 - (b) Professional Training - 7 months.
2. Practical Training at the State/District level - 18 months
3. Charge of a sub-division - 18 to 24 months.
4. Under Secretary to the State Government and Deputy to a Head of Department- 18 to 24 months.
5. Charge of a District - Towards the end of a sixth or seventh year of service.

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MINISTERS AND CIVIL SERVANTS

The fundamental problem of Public Administration in any democratic country is how to combine the twin principles of efficiency and responsibility. Public servants ~~are~~ are servants of the people, hence the ultimate responsibility of the administration is to the people. It is the duty of the Administration in an a democratic state to carry into effect the will of the community as determined, ^ycrystallized and declared through political processes. Hence one of the important and urgent problems in the sphere of Public Administration is the proper relationship between the Ministers and the Civil Servants. This is particularly so in a country like India, where Democracy is still in an infant stage and proper relationships are yet to be established. The pace of this decline quickened as the minister began to interfere in day-to-day administration and the civil servant surrendered his judgement and developed the characteristics of a 'durbari' thinking that a bold stand on principles might offend the susceptibilities of the political boss. Several cases of unhappy relationship between the minister and the civil servant have come to light, the most famous being the Mundhra Deal. A harmonious relationship between the minister and the civil servants is possible only when a code of conduct is drawn up between the minister and the civil servant, the minister not interfering with the day-to-day activity of the department and the civil servant freely and frankly tendering his advice to the minister without being afraid of consequences. Following the convention in U.K. the Minister in India must continue to bear the responsibility for the working of the department and must not expose civil servants to public censure even if they may be in the wrong. And if he is in the wrong. And if he is in the wrong he may be warned, suspended or dismissed but in no case should he be exposed to public censure. The civil servant tender frank advice to the minister and even if ^the is rejected he must not be touchy about it and should continue to carry out the minister's behest. There is no middle course as the minister has to bear the public responsibility for the working of the department.

The first requisite of a responsible Government is to co-relate the policy of the administration to the needs of the country. Policy framing requires a proper analysis of facts and figures and an insight which can see through superficialities. The basic principle of the Cabinet in a Parliamentary system^{of} Government is that it is a Government whose political heads are amateurs. The technical assistance is offered by the Secretaries. So it is essential that for framing policies, Ministers should receive intelligent and impartial advice from the services. The underlying theory of the relationship between a Minister and his servants is that the latter may advise him on any policy before decision is reached and the policy when decided is put into effect by the Civil Servants, whether they agree or not.

There is unanimity that a Civil servant should be impartial since he may in the course of his career have to serve with equal loyalty, Ministers with opposed views. If a democracy is to function well, Government servants must be non-political and free from party bias or allegiance. One of the worst dis-services any political party could do the country would be to destroy this non-political attitude on the part of the Government servants. ~~Whichever~~ Government is in power, Government's work continues. Once the bias of political partisanship attaches itself to the Government servants, some form of the "Spoils system" is inevitable. Countries in which the latter system has prevailed, have realised the evils that follow from it and having modified its worst excesses, are now attempting to get rid of it completely. In this connection it is worthwhile to refer to the Civil Service Rules in India, because they specifically prescribed that a Government servant should not associate himself with any political activities. Section 4 of the Central Civil Services (Conduct) Rules 1955, is very clear in this respect.

LIKE COLLEAGUES AND PARTNERS:-

What should be the proper relationship between the Civil Servants & the Ministers ? It is interesting to mark the observations made by Mr. Herbert Morrison, a former Labour Minister in his "Government and Parliament". He says that " The permanent Secretary of an important department is not

and should not be a Politician. But he should know enough about Politics and Politicians to be on his guard against blunders and indiscretions, although it is the Minister rather than the Permanent Secretary who is paid for his Political expertise and understanding of the public." He further adds that "The relationship between the Minister and the Civil Servants usually is that of Colleagues working together in a team, co-operative partners seeking to advance the Public interest and the efficiency of the Department. The Minister should not be an isolated autocrat, giving orders without hearing or considering arguments for alternative courses; nor on the other hand should the Civil Servants be able to treat him as a mere cipher. The partnership should be alive and virile, rival ideas and opinions should be freely considered and the relationships of all should be one of mutual respect, on the understanding of course that the Minister's decision is final and must be loyally carried out and that he requires efficient and energetic service."

Mr. A.D. Gorwala in his report on Public Administration has analysed prevailing situation in India and made some valuable suggestion for the cordial relations between the Minister and the Civil Service and it would be integrating to record what he has to say about it. "In a Parliamentary system of Government of the British type there is place for the Minister, a place for the Secretary, a place for the Head of a Department and a place for the Executive Officer. Everyone of them is essential and everyone has his proper part to play. The Minister's functions, for instance are the formulation of policy and the superintendence of its implementation. The first he discharges along with his colleagues and with the help of his Secretary. The bulk of the second he delegates to the Secretary and to the Head of the Department, keeping an over-seeing eye on the whole position. The Secretary's task is to help in the formulation of policy, to formulate 'subsidiary' policy and to assist the Minister in superintendence and implementation."

MINISTERS RESPONSIBILITY:-

There remains the further question of the Civil Servants and their responsibilities vis-a-vis the Minister under whom they function.

Mr. Gorwala in his report on Public Administration says:

"One thing which would aid very largely in this matter would aid very largely in this matter would be a clearer understanding of the position of ministerial responsibility. The constitutional responsibility of ministers to parliament and the public covers every action of their subordinates, whether done with their specific authority or by delegation, expressed or implied. Accordingly in the legislatures of several other countries, it is the custom never to mention as responsible subordinate officials or even a whole department. It is the minister who is responsible. He takes the praise for that which is well done; and the blame for that which is ill done, is his. So far as responsibility goes, the minister is the department. If there have been mistakes or malafide practices, it is for him to take action against the officers. They are not to be exposed to attacks in the legislature."

"The acceptance of this convention would be of great value in the circumstances, of this country, where in some legislatures the unedifying spectacle is not uncommon of officers being black-guarded by name by legislators with ministers either listening unmoved or putting up occasional not too enthusiastic protests. So, too, the attacks on government servants by organs of the political party in power serve no useful purpose. All that they do is to dishearten government servants and make them lose confidence in their masters. There should be no need in a well constituted State for the certificate which the Prime Minister or other member of the Cabinet feels compelled to give from time to time to the good work of government servants as a rebuff to the allegations made against them by members of their own part."

CHAGLA COMMISSION:-

It is relevant to state here the views of Justice Chagla in the famous Mundhra Case referred to above. According to him : " In my opinion in any case, it is clear that constitutionally the Minister is responsible for the action taken by the Secretary in regard to this transaction. It is clear that a Minister must take the responsibility for actions done by his

subordinates. He cannot take shelter behind them, nor can he disown their actions. The doctrine of ministerial responsibility has two facets. The minister has complete autonomy within his sphere of authority. As a corollary, he must take full responsibility for the action of his servants. It is true that this may throw a very great burden on the Minister because it is impossible to expect that in a highly complicated system of administration which we have evolved the Minister could possibly know, leave alone give his consent to, every action taken by his subordinates. But it is assumed that once the policy is laid down by the Minister, his subordinates must reflect that policy. If any subordinate fails to do so, he may be punished or dismissed but, however, vicariously the responsibility of his action must be assumed by the Minister. It may be said that a Minister is merely part of the Government as a whole, and if the Minister should take the responsibility for his subordinates' actions, equally so must the Cabinet. But it is well established that the Cabinet, only takes the responsibility for the Minister's action if the Minister reports the matter to the Cabinet and obtains the Cabinet's sanction before he puts into effect his policy. Then the policy becomes the Cabinet policy and not only the Minister but the whole Cabinet must take the responsibility for whatever might have been done by a subordinate."

During the debate in the Parliament on the Chagla Commission's Report, on the question of the responsibility of Ministers for actions of Secretaries or others functioning under them, Pandit Govind Ballabh Pant, the Home Minister, Government of India, said that his own view was that "except where a minister is not concerned in any way with an act or with an omission which reflects on the administration, he should assume responsibility. The field of responsibility should be large. Responsibility should be interpreted not in the strict but in liberal terms. It is necessary that the Minister should assume responsibility except where it is obvious that they are not in any way answerable or indirectly."

Prime Minister Nehru in his letter dated the 11th February 1958 to Shri T.T. Krishnamachari, the then Finance Minister also accepts the above view. He says that "it is clear, however, that a number of steps taken in

regard to these investments were not taken in the proper manner or with due safeguards. Whoever might be responsible for this, you very rightly say that, according to our conventions, the Minister has to assume responsibility, even though he might have had little knowledge of what others did and was not directly responsible for any of these steps."

According to Gurmukh Nihal Singh " The real Executive in parliamentary democracy is divided into two parts - the Political and Permanent. The success of the executive government depends upon the mutual understanding of the nature and limits of the work of each part, their ^{strict} observance of the frontiers that separate their respective spheres of work, and mutual respect and co-operation between them. He continues " The Ministers are guided in their decisions and actions by the specialised expert knowledge and advice of the permanent civil servants. They are not bound to accept the advice of the civil servants for it is they who have to assume full responsibility for all administrative decisions and actions. The civil servants must not feel if, for any reason, their advice, however sincerely given, is not accepted. They should have the satisfaction that have done their duty conscientiously by placing their knowledge at the disposal of the ministry. Having done this they must carry fully in letter and spirit the orders of the Ministry," as it is certainly for him (the civil servant) to give his advice in the most earnest manner, but if that advice is not accepted then the responsibility for the consequences which may flow from the decision of the government is that of the government alone.

To sum up it may be stated that the proper relations between the Secretary and the Minister can best be achieved by the Minister who though a responsible political Chief, is not a professional administrator, leaving a wide field for final disposal to the Secretary, after assuring himself that the line of action to be followed by the Secretary, is such as conforms to Ministerial Policy.

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ROLE OF BUREAUCRATS

The Indian bureaucracy which earned the praise of the foreign rulers during the British Period, whole heartedly supported the new government which took over after Independence. It earned acclaim from no less an individual than Sardar Vallabhbhai Patel. Though the allegations of lethargy, insufficiency, and corruption have been some-times levelled against it, it has never been made out that the Indian public bureaucracy has ever worked against the political executive or their policies. Even after a radical change of government in the country recently, the bureaucracy adjusted itself to the new political executive. This speaks well of the working of the bureaucracy in as much as it is 'neutral' to the policies of the political executive and executes them with equal vigour.

As pointed out earlier in the name of secrecy and anonymity, the actual working of the Indian bureaucracy seldom comes to public light. Hence, it would be impossible to know reliably about the manner in which the Indian bureaucrats act at various times. Possibly, because of several historical and political factors the Indian bureaucracy cannot be expected to work in the same way as the American bureaucracy. On the contrary, newspaper reports mention several cases in which it is made out that bureaucrats view with one another, to play to the tune of political leaders. While all these cases may not be true, the impression gained is that the Indian bureaucracy bends backwards to the wishes of the ruling political party and individuals in power. If the bureaucracy adopts this posture, it becomes extremely easy for those in authority to play with the bureaucrats as simple pawns in a chess game. There will be hardly any opposing reaction to the orders issued by those in power even if they violate moral, social and cultural values of the bureaucrats, themselves or the common citizen.

It is not even remotely envisaged, as some authors may theorise that the bureaucrat should continuously wage a war against political leadership. In a parliamentary democracy, this is certainly not the expected role of the bureaucracy. As experience of some countries shows this may plunge the country into chaos, or the country may be virtually ruled by the bureaucracy, rather than the Parliament or elected political executive as enjoined by the Constitution.

It will be noted that as recent history has shown, under authoritarian rule, even members of the council of ministers and members of Parliament may forego of expression for fear of arbitrary detention under the prevalent draconian law. The point to be observed, however, is that various draconian enactments and their implementation could not be made possible without the active assistance and willing connivance of the bureaucracy itself.

As has been pointed out elsewhere by the author, there is a strange conception in the minds of bureaucrats of developing countries that policy making is divorced from administration, and that it is not an integral part of administration. The administrators seem to experience a dichotomy of policy-making and administration. Administration is seen in the narrow sense of "implementing faithfully the policies laid down by powers that be." Very strangely, even the topmost bureaucrats throw their hands down in the firm belief that policy is made not by them but by those above and that they only 'execute policies'. In the execution of policies also they feel, that they possess no 'discretion'.

A close scrutiny of governmental working will reveal that directly, as well as indirectly, top bureaucrats are the real policy-makers in all democracies. The top bureaucrats conceive and formulate recommendations for every policy decision that the government may announce. They support one or more alternative policies based on their own experience and preferences. They justify and work for one or more policy alternatives on the basis of their personal ideologies. Very seldom they may

also be required to work for the policy enunciated by the political executive without consulting them. More often than not, the political executive either endorses the policy alternative recommended by the top bureaucrats, or selects only one or the other alternatives out of a group which have been already selected by the top bureaucrats. Even when policy is directly formulated by the political executive, the enunciation of the details at various levels in the field as well as its actual execution remains in the hands of bureaucrats. Several examples could be given from recent history to show how even a good policy enunciated by the political executive can be badly implemented by the public bureaucracy for varied reasons, including personal gains of the bureaucrats.

As has been pointed out elsewhere, Indian bureaucrats are perhaps amongst the most qualified in the world. However, inaccurate perception of their official role in policy making leads them to imagine only two types of roles for themselves: they can be either at war with the political executive, or they can be their subservient tool. Both these role perceptions by a bureaucrat are extremist in nature, and bureaucratic working based thereon can spell disaster for the common citizen. On the other hand, an accurate appreciation of the bureaucrat's role can lead to better policy-making as well as policy implementation.

Historical evidence shows that in India as well as in other countries the state organs namely the judiciary, Parliament and the executive have a tendency to usurp powers which perhaps the framers of the Constitution did not intend to bestow, but which peculiar dynamics of political power at a certain point of time may permit. For example, the Parliament and judiciary may be effectively weakened by an over-active and over ambitious executive, when there is no strong and effective opposition to it. In these circumstances, especially, one would expect the bureaucracy to serve as an additional check on the arbitrary use of power by any one or more of the state organs. Besides, often the citizen may find themselves helpless after having elected political representa-

tatives for a long fixed term stipulated in the Constitution without the right to 'recall'. They have no safeguards against the over-enthusiasm of the elected representatives swaying in a particular direction which may lead to extremist policies against the interest of the citizens themselves. In this case also the bureaucracy, which can perhaps claim to be more representative of the common citizens can be expected to moderate the extremist programmes proposed by elected representatives. The bureaucracy may work in such a way that it weakens these programmes which are against the common citizen, or strengthen those by which the common man would be benefited more. Needless to elaborate that this can be achieved by the bureaucracy by providing suitable inputs and feed-back to the political executive. For policy-making and also by implementing the approved programmes in a more humanistic manner.

This role of bureaucracy which has been termed "pro-active" by some writers in bringing about, promoting and managing social change has been very well recognised by the scholars of public administration in the United States since the late sixties. Unfortunately, this 'pro-active' role in India has yet to be recognised by scholars and practitioners of public administration though the need for recognition of this role is all the more imperative in India. It will be noted that India has to wage and is waging several battles simultaneously on socio-economic cultural and political fronts. A 'pro-active' rather than a 'passive' and 'neutral'. Bureaucracy alone can help win these battles at minimum cost and with best results.

The sanction for the above suggested change in the role of the bureaucracy can be drawn right from the Constitution itself. It is the sacred duty of every citizen including bureaucrats to safeguard the Constitution especially when the bureaucrats take oath of office to this effect. As a common citizen, and as a bureaucrat, therefore, he owes allegiance only to the Constitution and not to any particular political party, leader or bureaucrat. In fact especially the Indian

bureaucracy like its counterparts in United States and Great Britain, owes its existence to the Constitution. The Constitution makes special provisions to safeguard the existence, continuity and independence of bureaucracy, in articles 309 to 312. Painstakingly the fathers of the Indian Constitution have framed those provisions to ensure that the bureaucracy does not function at any time as domestic or personal servants of the political executive. They have, therefore, specifically prohibited political persecutions and intimidation of public servants by incorporating these articles in the Indian Constitution.

Since the bureaucracy's existence and continuity is an important Constitutional provision. It is not very clear how some topmost bureaucrats are content to play the role of subservient handy tool of the political executive. Undoubtedly, this was the expected and desirable role of bureaucrats during the British Period. However, after independence when the Constitution provided for a bureaucracy in very much the same way as other state organs, and went further to guarantee safeguards for its continuity and independence unlike other state organs so that the bureaucracy is not intimidated and pressurised into cowardly toeing the extremist line of a particular state organs, there is need for reconsideration whether the bureaucracy should be plastic as it has hitherto been. Perhaps sheer inertia has made the Indian bureaucracy to continue with the legacy of this characteristic inherited from the British period. Also perhaps the education of the top bureaucrats on the subject of Constitutional provisions relating to bureaucracy, has not been adequate. Or perhaps more importantly bureaucrats find it easier and more advantageous to be plastic on the one hand and plead neutrality and anonymity as an excuse on the other.

If the bureaucrat owes bureaucratic existence, and personal allegiance to the Constitution alone should he not derive inspiration from the Constitution itself? Should he not regard the Constitution which is above party politics, more sacred than the party in power, On important question of policy affecting the nation, should he be

content to play the role of a 'passive tool' of the protean political boss ? Other than the orders of the political boss, is there any source more sacrosanct, inspiring and above petty politics ?

Unlike 'unwritten' British and 'concise' U.S. Constitution, which 'automatically' change themselves with time to suit the wishes of the people and the prevailing culture, the fathers of the Indian Constitution sought to provide guidance in the Constitution on almost all important issues of state policy. He can seek guidance from the preamble directive principles of state policy in the Indian Constitution. In these provisions, the bureaucrats can find enough material to guide him in propagation, selection and execution of policies.

In order to follow the above course of action, however the bureaucracy needs to reorient itself from the current guiding philosophies including such conception as Public Administrator as a subservient tool of political executive, passive interpretation of the concept of Public Administration, the rigid steel frame nature of the bureaucracy and neutrality, etc. On the contrary guiding philosophies should be those of vigorous followers of the Constitution, whose continuity of service is guaranteed by the Constitution who are charged with the responsibility of safeguarding the Constitution, against the onslaughts of arbitrary, authoritarian use of political power, who may be required to serve as check and balance against attempts at usurpation of power and abrogation of the constitution by one or more of the state organ and who are required to serve as active and catalytic events for the uphill task of ushering multidimensional changes in the socio-economic political fields in the country.

Following the above line of action is likely to result in conflict between the bureaucracy and the political executive. How the conflict may be managed ? How the likely conflict may be avoided ? How the conflict may be utilized for promoting the interests of the country as a whole ? These and a host of other questions are the subject matter of another piece of scholarly research public management.

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PART TWO

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B I B L I O G R A P H Y

CIVIL SERVANTS

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Deals with the I.C.S. as they are today (in 1965), gradually dying out or retiring by efflux of time, and considers in passing how for both they and their successors in office, the IAS, are facing up to their new responsibilities.

2. CHOPRA (DS). Civil servants and fundamental freedoms.
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In a democratic system of government, the functioning of the administration of the state is left to a coterie of persons, called civil servants the backbone of the bureaucracy. A written constitution like ours poses peculiar problems in view of the fact that it confers fundamental rights on all its citizens. The author studies various aspects of this problem and concludes that the government prescribes strict tests of conduct and behaviour for its the services are to retain the public prestige and image that is vital for proper discharge of its functions. But the judicial review must test the reasonableness for determining whether a particular act should be considered as an act becoming or unbecoming of a government servant.

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Attempts to find out the relevant values of Hindu Society which have a bearing on administrative behaviour for good or evil . Considering only the values prescribed in Hindu texts and treatises, says that the Hindu values such as Karma and Karmayoga that relate to the two broad areas of administrative behaviour, i.e., decision making and its execution are in general not conducive to effectiveness or efficiency. Discussing the view of Philip Spralt and Nirad Chaudhri, concludes that both deal at a level of generality and we need a lot of carefully structured empirical investigation on individual and social psychology before we can say anything about the compatibility of Hindu personality and efficient administrative behaviour.

,HISTORY

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The history of civil service started with Macaulay's report (1854) in India and with Northcote-Trevelyn's report in U.K. Besides making other recommendations, both the reports proposed the system of competitive examination for entry into the services. Since then the role of government has changed considerably. After independence, Government of India have taken various measures to modernize and streamline its working. The report of Mr. Appleby, an American expert and the Administrative Reforms Commission made a number of recommendations to this effect. Similarly, the British Government has Fulton Committee's report, which made a comparative study of the structure of the service, in France, Sweden and U.S.A. The French administrative services have generally been considered as the model service on the continent. In democracy the civil servants should realise that their ultimate object is to serve the people at large. The relationship between the politicians and the civil servants has also been discussed at length.

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7. GOVIND NARAIN. Performance appraisal and promotion system. Indian Journal of Public Administration; 16,1; 1970, Jan-March; 1-12.

Stresses the importance of objectivity in assessing a person and examines the existing assessment system & the problems faced by it in the light of the ARC's recommendations.

8. SRIVASTAVA (GP). All India services and the ARC. Review of Public and International Affairs; 2; 1978; 11-20.

The tone of thinking of the Administrative Reforms Commission on Personnel Administration was set by the Conference on Personnel Administration held at the Indian Institute of Public Administration, New Delhi in 1968 which in turn was influenced by the Report of the Fulton Committee on the British Civil Service. The ARC tried to end the pre-eminent position of the Indian Administrative Service and limit its scope to a narrow functional field. Moreover, it recommended that the level of Deputy Secretary or equivalent at the Central Headquarters should be demarcated eight specialisms and selection to them should be made from all class I officers. It conveniently ignored the fact that rotation would not be possible if the IAS is confined to a narrow functional field which mainly relates to the domain of the states. And an implication of this would be that a majority of them would remain in the states which is bound to be represented by the latter. It may even mean the reopening of the question of the existence of All India Services.

and CITIZENS

9. JAGANNADHAM (V). Civil servants and civil services. Prashasnika; 3,3; 1974, July-Sept; 65-74.

Deals with civil servants relations with citizens, pressure groups and peoples representatives and their role in the new development tasks and the demands thereof. The author suggests that to adopt themselves to the new matters and new tasks, the civil servants need to cultivate three essential characteristics: (1) Courtesy at all times; (2) Consideration for particular and general interests; and (3) Compassion to help the ignorant and the needy within elastic framework of rules.

10. MEHTA (B). Citizen and the administrator. Journal of the National Academy of Administration; 13,2; 1968,Dec; 19-31.

Discusses the contact of the citizen with the administrator in one or more of the following capacities: As an enjoy of political, civil and economic rights; As a general user of civic amenities and public utilities; and As a member of clientele group.

and MINISTERS

11. BANERJEE (DN). Minister and civil servants. Swarajya; 1968, Sept 28; 19-20.

The relationship between the minister and civil servants should be - and usually is - that of colleagues working together, in a team, cooperative partners seeking to advance the public interest and the efficiency of the Department. The minister should not be an isolated autocrat, giving orders without hearing or considering argument for alternative courses; nor, on the other hand should the civil servants be able to treat him as a mere cipher. The partnership should be alive and virile, rival ideas and opinions should be freely considered, and the relationship of all should be one of mutual respect on the understanding, of course, that the minister's decision is final and must be loyally and helpfully carried out and that he requires efficient and energetic service.

12. BOYLE (Lord). Ministers and the administrative process. Public Administration; 58; 1980, Spring; 1-12.

The study of political institutions and theories connected with its, requires accumulation of instances which can be learnt from ex-ministers through the key episodes in their departments. Ministers and permanent administrators play an integral role in the policy making process and as such a complementary cooperation between them is an essential pre-condition of good government. Essential qualities for a minister are pointed out and the different types of decisions taken in government departments and the minister's relationship with those decisions is analysed.

13. DESHPANDE (RA). Ministers and civil servants. Civic Affairs; 6,3; 1958, Oct; 49-51.

Discusses what should be the proper relationship between the ministers and the civil servants in the country like India. Responsibilities of civil servants towards ministers are then enumerated. Also gives views of Chagla Commission on the subject.

14. DUBHASHI (PR). Disabilities of Secretary to Government. Indian Journal of Public Administration; 19,1; 1973, Jan-March; 26-29.

Analyses some practical difficulties creating obstacles for the secretary to Government in doing justice to his responsibilities and the role as envisaged in the administrative system. He is always occupied by the secretariat routine of unending stream of files, interminable phone calls and a series of meetings. He does not have time to reflect upon the main problems of his department, and upon the main directions in which the department is going and the new direction it needs. The result is that the Head of Department make it a regular habit to approach the minister directly for all things, by passing and behind the back of the secretary. ^{The Secretary} cannot pick up the instruments of his choice and has to depend on the choice of another agency.

15. DUBHASHI (PR). Minister and the civil servant. Public Administrators; 1973, Aug; 50-55.

The position and relation of the minister and civil servant depends on their individual personalities and does not correspond to the two extreme views, that ministers are mere mouth-pieces of civil servants or that the civil servants do their work mechanically to the likening of the ministers. Broadly explains their functions.

16. **GORE-BOOTH** (Paul). Relationship between ministers and officials: role of parliament not well defined. Commerce; 1961, Oct 28; 828-9.

Text of the lecture delivered under the Feroze Gandhi Memorial Lecture Series by the author, British High Commissioner in India. In this opinion, the relationship between ministers and civil servants is 'fairly-clearly definable' while the field of relationship is less definite in case of civil servants and members of parliament.

17. **JENA** (B B). Civil service and ministerial responsibility in a welfare state. Modern Review; 106, 6; 1958, Dec; 459-62.

Since the minister is an amateur in administration, he has to depend upon his civil servants for the provision of relevant facts and other vital information. The civil servant must be held responsible for the advice tendered. Mr. Chagla, in the Life Insurance Corporation Enquiry Report, has followed the 18th century concept of ministerial responsibility which cannot be applicable in a welfare state. A minister should be held responsible only if he takes decision to further his own interest or if he is allowed to discharge his functions through a 'deputy' personally liable to him. Otherwise the civil servant must bear the consequences of his actions and advice.

18. **JOSHI** (Rajendra) and **SAXENA** (Pradeep). Minister-civil servant relationship: the Indian political context. Political Change; 2, 2; 1979, July-Dec; 48-60.

In this article the authors have probed into the problem of minister-civil servant relationship before and after the dawn of Indian independence. For the success of parliamentary democracy, they have suggested many ways and means to improve upon the worsening situation, at least to deliver some goods to the bulk of the people living below the poverty line. It has been felt that party-splits, rivalries and dissensions bring about the growth of an uncontrollably powerful bureaucracy.

19. KHOSLA (GD). Civil servants dilemma: salvaging a noble legacy. Statesman; 1980, Sept 3; 6.

The function of a civil servant is to assist the govt. loyalty in implementing its policies to the best of his ability. His loyalty consists in serving the minister diligently and honestly, and not in saying yes to his suicidal proposals. The author is grievously pained to see the civil servants collapsing and disintegrating under the incessant bludgeoning of self-seeking politicians. He describes the civil service's inherent virtues and proud traditions, laments its demoralizations, and pleads for a return to earlier standards of integrity and dedication.

20. MALHOTRA (Inder). Minister v/s civil servants. Times of India; 1980, June 1; Sunday Review 1.

Political developments in India since independence have their impact on the relationship between the civil servants and ministers. If politicians in power have been anxious to bend the civil services to their will, there has been no dearth of high rank ranking civil servants to bend over backwards at the former's behest. The author views the minister-civil servant relationship from the Nehru era to the present day.

21. ✓ NARULA (BS). Ministers and civil servants in a developing democracy. Management in Government; 1,3; 1969, Oct-Dec; 3-19.

Discusses the patterns and problems of relations between ministers and civil servants in India, in the light of the present stage of social, economic and political development of the country.

22. SAXENA (Pradeep) and JOSHI (Rajendra). Minister-civil servant relationship: the Indian context. Journal of Constitutional & Parliamentary Studies; 13,2; 1979, April-June; 184-96.

The relationship between ministers and civil servants has different connotations on their balanced relationship the success of democracy depends. The purpose of this paper is to

analyse the complex of politics-administrative network of minister-civil servant relationship and the causes of tensions. The politicians have tamed the bureaucrats, exploited their weakness and have tempted them to indulge in malpractices. The survey of various incidents indicates that there is lack of balance between political policy making institutions and bureaucratic policy implementing structures. The political executives should accept the civil servant as a responsible partner in the venture of national development.

23. SRI PRAKASA. Ministers and officials. Civic Affairs; 10,5; 1962,Dec; 9-11.

Discusses the difference of mutual attitude between the persons who held political offices, and those who belonged to the permanent services. Throws light on various reasons that are responsible for such differences. Also compares it with the United Kingdom.

24. TYABJI (Badr-ud-din). Civil services: let humpty-dumpty stand upright. Statesman; 1977, Dec 30; 8.

Before independence the civil service-politician equation was weighted heavily on the side of the former. For a successful functioning of parliamentary democracy a permanent civil service is interposed between the public and their popular chosen representatives. The responsibilities, functions and powers of civil servants and politicians must be clearly defined and precisely demarcated for successful implementation of programmes. The Janta Party has come into power as a result of public revulsion against administrative abuses and malpractices and so has a splendid opportunity to correct the present lopsided equation between the politicians and the civil services.

and PARLIAMENT

25. MEHTA (B). Parliament and the administrators. Journal of Constitutional and Parliamentary Studies; 1,4; 1967,Oct-Dec;21-32.

In a democracy, the parliament representing the people and elected by the people must have upper hand. It is all supreme. But in the interest of smooth running of democracy of which parliament is the custodian, healthy conventions will have to be developed to govern its relationship with the administration or the administrator. An equilibrium of mutual understanding is to be maintained where the politician has to learn that parliamentary sovereignty is not a legal talisman to bully the administrator and similarly the administrator has to realise that whatever is debated and passed in the parliament is a national mandate and he is nobody to question or sabotage it.

and POLITICIANS

26. BUCH (Kusum). Decline of the civil services. Indian Express; 1980, Sept 22; 6.

As a result of interference in administration by politicians gradually a feeling has grown that the road to advancement lies through patronage. A stage has come when the system itself has begun to fail, even to disintegrate. Nowhere does the constitution subordinate the officers of the executive government to the legislature or to its individual members. The legislators by becoming a party to or the instigators of bureaucratic action at the field levels turn the civil servant into an inefficient instrument for implementation. The civil service has to carry out the political will of the party in power but certainly not the whims of individual party members.

27. CHARAN SINGH. Politician v/s civil servant. Illustrated Weekly of India ; 1977, Nov 13; 7.

Though the administrator's job is to carry out the government policy, he can not be asked to do what is illegal or unethical. He cannot take shelter behind a ministerial order, oral or written, to defend an illegal or immoral action. If the politicians and bureaucrats perform their roles honestly and fearlessly there can be no conflict of jurisdiction. Both of them should be committed to public service, honestly and integrity.

28. HAMILTON (Gray G) and NICOLE (Woolsey Biggart). Making the dilettante an expert: personal staffs in public bureaucracies. Journal of Applied Behavioural Sciences; 16,2; 1980, Apr-June; 192-210.

Personal staffs of political leaders play an increasingly important role in modern government. Although much publicized, personal staffs are, however, one of the least studied aspects of government. This paper brings together the anecdotal writings of political observers, the formulations of organizational theorists, and the historical analyses of historians and sociologists in an attempt to develop an idealtypical model of personal staffs. The author suggests that personal staffs in modern government are a means of mitigating the dilettantism of political leaders in their relations with competing power groups, including the public bureaucracy.

29. KATYAL (KK). Officials and politicians. Hindu; 1977, Sept 19; 8.

This article deals with the relationship between officials and politicians. While the politician finds the bureaucrat unresponsive and wooden, the official feels harassed because of interference. Over the years and particularly during the emergency many distortions have crept into the relationship. It is suggested that a detailed discussion is necessary on the norms that should govern the relationship between the politicians and

officials at various levels, to ensure political detachment and continuity in the administration, along with integrity and responsiveness of civil servants to popular sentiments.

30. KHANNA (HR) . Civil service: replacing the back one. Hindustan Times; 1980, Sept 5; 9.

Civil service provides continuity to the administration and keeps the government as a going concern. It is essential that civil service do not get caught in political wranglings. Attempts have been made to politicise the services and identify officials with different political parties. Initially this phenomenon was confined to the states, but since 1977 this baneful trend has appeared in central secretariat also. Another unwholesome practice is out of turn promotions. Efficient civil service is vital for the success of democratic institutions and is possible if the civil servants are kept aloof from political alignments.

31. MAHESHWARI (SR). Moral of the civil service. Indian Express; 1980, June 28; 6.

Since January 1980 there has been a large scale transfers of higher civil servants on partisan considerations. The baneful effects of such transfers are analysed in this article. Such transfers have effected not only public administration but public under-takings and financial institutions also. The lamentable fact is that the civil service has today lost its clan and is not professional.

32. MANSINGH (BD). Executive in travail. Hindustan Times; 1979, June 12; 9.

In India the situation is such that bureaucrats are forced to favour the politicians, as non-confirming. Ones are punished at the whim of the ministers. This fact was amply demonstrated in the revelations before the Shah Commission. The reasons behind this near-impotency are pointed out. It is

suggested that a buffer in the shape of elected bureaucrats as ministers be created between the politicians and bureaucracy. An outline of this proposal is spelled out and the author hopes that it will create right conditions for the bureaucracy to give its best. Incompetents are occupying high positions through reserved quota in recruitment for backward classes. In the interest of efficient administration the author wants this reservation system to be abolished.

33. MATHUR (Kuldeep). Conflict or cooperation: Administrators and politicians in a crises situation. Indian Journal of Public Administration; 20,4;1974, Oct-Dec; 835-45.

This paper analyses a successful case and investigates the pattern of relationship that emerged on the basis of data collected from a study of scarcity administration in Maharashtra. It argues that crises situation provided conditions for cooperative behaviour as well as compelling reasons to develop a common or super-ordinate goal to work for. The situational context changed considerably to alter the character of mutual interaction. The paper directs attention to the processes involved in changing this relationship and shows how they are of value even in 'normal' times.

34. MEHTA (B). Politics, administration and the citizen. Administrative Change; 3,1; 1975, July-Dec; 81-86.

Stresses the need for fullset cooperation and understanding among the citizen, the political leader, the government servant and the socio-culture elite for the efficient running a parliamentary government like India.

35. PAL (Bulbul). Abler administrators ? Hindustan Times; 1980, July17;I.

Examines the causes of administrative demoralisation that has set in the wake of independence. The author quotes, J.N.Lal, V.Nanjappa, A.L. Dias and N.B. Bonarjee who have attributed it to the deteriorated politicians-administrators relationships. The general decline in the standard of training imparted to the administrators is also responsible.

36. SADASIVAN (SN). Politics and district administration in India. Indian Journal of Public Administration; 22,3; 1976, July-Sept; 453-64.

Traces the development of district administration and discusses the impact of political pressure on administration recollecting the discussions the author had on the theme with a number of collectors. Observes that political influence in a democracy is inescapable for any administrator. As the ethos of democracy enable society to muld a party system capable of alternation of power, there will be greater possibilities for the anonymity and continuity to minimise and legitimise the political presures upon the district administration.

37. TYABJI (Badr-ud-din). Bright young men crippled by politicians. Statesman; 1968, April 1; 6.

The young IAS officers of today are as bright as the young ICS officers of former day's ,says the author. They have the right instincts of fair play, impartiality and non-involvement in parochial of factional issues. But they are crippled by unwarranted political interference and are denied the scope of initiative and independence that the men of the ICS had. Almost simultaneously came the depressing thought of how much smaller chances the IAS officers have of growing to their full stature both as officers and men. However, the need today is to separate the processes of the execution of laws from their formulation their particular application from their general implementation. The civil service should be enabled to carry out the former without let or hinderance from the politicians. Civil servants should be able to apply the law without fear or favour. That is what a permanant civil service is for but do we have one now ? The public should demand it.

and PRIME MINISTER

38. TYABJI (Badr-ud-din). Cleansing civil service. Indian Express; 1974, Nov 7; 4.

Comments upon recent meeting of the Prime Minister with her principal civil service aides, advisers, secretaries to the government and such like. The Prime Minister has personally exhorted them to get on with their jobs, cut down redtapism, do less hair-splitting and altogether be more purposeful. By now the senior civil servants have not the opportunity of hearing the Prime Minister speak directly to them. The Prime Minister's initiative in making a breach in this illustrated tradition has to be taken note of, welcomed and encouraged by public appreciation. The Prime Minister may in consultation with those among them whom she has from personal experience and acquaintance found the most competent and the most fertile, not only in ideas but in the capacity of matching schemes with performance, devise a MISA type ordinance for cleansing services.

and TECHNOCRATS

39. BHOWMIC (Dhrubajyoti). Technocrats plea for parity with bureaucrats: a case study of West Bengal. Indian Journal of Political Science; 36,2; 1975, April-June; 161-76.

The movement of technocrats in West Bengal for parity in pay scale and status with IAS was a part of their country wide protest which took different shapes in different regions. Every sphere of administration economic, social, industrial needs academic plus technical skill. Administration at higher levels involves policy-making and policy implementation effecting social welfare and economic growth of a country. Science and technology are unfolding new dimensions of administrative tasks. Planned development and technologically-oriented Government needs trained technical personnel and not merely policy formulators.

In determining salary scale in Government organisation certain considerations are to be taken account of, such as contribution of service towards realisation of objectives of state policy; calibre and qualifications required for recruitment to the service; nature of duties and responsibilities; market value for equivalent qualifications and experience in public and private sector.

40. GUPTA (Harish Chandra). Administration: in retrospect. Public Administration; 12,3; 1974, March; 5-9.

The author examines the issue of relationship between the politicians and administrators in the light of his own experiences. The pay scales and pensions of the services are comparatively static. Judges pay scales also call for upward revision. As laymen take up a lot of time in grappling with technical schemes, technocrats should head the purely technical departments. We are on the verge of economics collapse through political and administrative bungling, deficit budgets and unrealistic planning. Unless statesmanship of a high order can set things right soon, complete breakdown may overtake us.

,BRITISH PERIOD

41.

- MALHOTRA (Inder). End of the 'heaven-born' tribe. Times of India; 1980, March 30; 8.

With the retirement of the cabinet secretary, Mr Nirmal Mukarji, the last ICS officer in the service of the Indian government bows out. This brings to an end an era so much as a long, distinguished and a controversial line of civil servants. Once hailed as the 'Steel-frame' of the British Raj and enviously clubbed as 'heaven-born', the ICS bureaucracy had no difficulty in adapting themselves to the transition from slavery to freedom. The author assesses the achievements and failing of this much glamorised and now vanished tribes both before and after independence.

,CENTRE STATE RELATIONS

42. MEHREZ (CP). Indian federalism and Indian Administrative Service. Indian Journal of Public Administration; 16, 3; 1970, July-Sept; 321-32.

This article raises two important questions: (1) How did the IAS function from 1947 to 1967 ? and (2) How are they likely to function in the changed context of centre-state relations in post 1967 India ? The author notes that until 1967. Some of the IAS officers could not adjust with the state leaders, some others became a party to maladministration, but the majority of them justified the objectives for which the IAS was created. The author throws some light on the problems faced by the IAS, the most important being that this cadre was left to its own ingenuity to adjust to the state government, which could either harass an official or suspend him. Hence, the need for an institutional arrangement to safeguard their service conditions arose. One suggestion is that the Chief Secretary of the State Government should be appointed by the Centre to discharge this responsibility. He should enjoy great authority in matters of transfers and postings of the members of this cadre.

SRIVASTAVA (GP). All India services as a link union-state relations after the fourth general elections. Journal of Political Studies; 3,1; 1970, Feb; 54 - 67.

After the general election some non-congress governments opposed the formation of the new All India Service and also questioned the existence of the older services. With this background the author seeks to inquire into the legal basis of the All India Services and to study whether they violated the federal principle enshrined in the constitution. It is concluded that in the present political climate in which the role of the Central Government is being questioned by the State Government, the creation of more All-India Services is not feasible.

,CORRUPTION

44. KHANNA (KK). Adminsitrative theory of bureaucratic corruption. Economic Times; 1978, Nov 27 &28 ; 5

Corruption, which has been regarded as social evil, eats into the roots of the administrative system, making it vulnerable to innumerable other ills. The author has dealt with various forms of corruption which are prevailing not only from private hands to public officials but also by public employees to public employees and the big private organisations. The main causes of corruption are the administrative dealys, inadequate salaries and the contorls and the regulations of national economy. The corruption can be eradicated from the public bureaucracy, if the example is set up by the 'higher ups' and public figures, including the political executives. Some of the other suggestions are: deterrent punishment of corrupt officials; prompt decision making and quick implementation of the decision; controls and regulations should not exceed the capability of bureaucracy: and conducting of training courses of administrative philosophy for bureaucrats in general and top level bureaucrats in particular, etc.

45. MATHUR (BC). Probity in administration. Journal of the National Academy of Administration; 17,1; 1972,March; 7-11.

Need for integrity in administration assumes special importance in a poor country like India, with limited financial resources and ambitious national planning. Indicates the factors responsible for the complex phenomenon and different modes of corruption.

46. SINGHI (Narendra Kumar). Bureaucracy and corruption.

Administrative Change; 2,1; 1974, June; 34-57.

This study is based on administration of questionnaires to 575 bureaucrats in some selected public and private bureaucratic organisations in the State of Rajasthan and interviews with one third of them. Departments with public dealings are reported to be more corrupt. A majority of the respondents do not feel that there is corruption in private bureaucracies. The responses to causes of corruption are categorized into four substantive types: (a) moral weakness, (b) economic deprivation, (c) structural strains societal (d) structural strains-administrative. Additional issues discussed are deviations leading to minor forms of corruption and use of stationery, vehicles and peons for personal purposes.

,DISCIPLINARY ACTION

47. NAYAR (Kuldip). Is anyone accountable ? Indian Express; 1979, June 20; 5.

The removal of K.S. Rajan from the Chairmanship of the Railway Board and reported remark by Cabinet Secretary to get rid of ten to twelve incompetent secretaries has created a feeling among top officers that the principle of accountability is applicable only to those who carry out the orders or lay down policies. Slovenliness is the badge of every government department and all the ills of the economy cannot be attributed to railway inefficiency alone. Officials responsible for any failure should be punished but so should also be the ministers fail to deliver the goods.

48. NORONHA (RP). The civil services their role and constraints in contemporary India. Man and Development ; 2,1; 1980,March; 48-55.

Every government employee is a civil servant and no amount of genius at the top can produce results unless the men at the bottom translate ideas into action. The capacity of lower cadres can be increased by taking in better men and through better training. In civil service orders should be down along chain of command. After independence, in India a new chain of command from the political leader at the village level right upto the minister came into existence. The ill-effects of interference in administration by this new chain of command are explained. Whatever the commitments of the govt. in power the most important duty of a civil servants is to give unpalatable advice, when necessary. Suspension is not included in the list of punishments, therefore, protection afforded by article 311 of the constitution is illusory. As the qualifications are the same for the all India services different pay scales are totally unjustified.

,EFFECTS OF CHANGE OF GOVERNMENT

49. KATYAL (KK). Politicians and administrators. Hindu; 1980, Feb, 4; 8.

The theory governing the relationship between the politicians and administrators is deceptively simple. In practice while the politician's primary instinct is to try to strengthen his hold, the administrator's one is to improve his prospects in service. This phenomenon results many a time in tragic consequences. Change in government should not create fear and apprehensions among administrators. This can be averted if the relationship between the politician in authority and the administrators are guided by proper norms. The politicians should not browbeat officials into taking convenient decisions. The officials should not carry their independence to a stage where it develops a momentum & autonomy of its own breaking loose from the thinking of the policy-makers.

50. ✓ KHANNA (KK). Indian bureaucracy: dangers flowing from politician.
Economic Times; 1980, May7; 5.

Over-zealous political leadership often treats the neutral bureaucracy as a stumbling block in achieving quick political returns. The evil effects of the replacement of top civil servants with a change in the complexion of the government are examined. This bureaucratic politicisation is even more baneful than the spoils system. The fall-out of politicisation is analysed at two levels, individual and national. In the absence of benevolent dictatorship wealth and power of the nation will be channelled towards few. However, sooner or later discontent is bound to grow, lead to uncontrolled and suicidal lawlessness, and ultimately result in military dictatorship.

, EFFICIENCY

51. ✓ DAYAL (Ishwar). Impact of values on behaviour of people.
Economic Times; 1975, Feb 18; 5.

The article seek to make two points. First, that finding fault with the values and behaviour of civil servants fails to diagnose the reasons for the failure of administration. The values and behavioural patterns of civil servants so widely criticised are also prevalent among other groups in India. Inadequacies in the systems of recruitment, training, etc., do not fully account for the major failures of the system. Secondly, the two core problems are the organisation of work and the values held by the administration at the top as reflected in their behaviour and administrative decisions. In management literature, it is becoming recognized that, besides management skills and other tools, integrity and public oriented values are the most important attributes for successful leadership.

52. ✓ DUBHASHI (PR). Efficiency civil services. Management in Government; 9,1; 1977, April-June; 3-11.

The wellbeing and welfare of the people in a modern state depends to a great extent on the efficiency in the civil service. The problem of applying the benefit-cost concept and criteria of efficiency to government departments is analysed. From the point of view of the citizen, what matters is the final disposal of the case and not the movement of the papers from one desk to another. For assessing the efficiency of civil servants, the criteria must be applied qualitatively rather than merely quantitatively. Delays can be eliminated by a qualitative change in administration and making it more achievement oriented rather than procedure or correspondence oriented. This qualitative change is named by the author as an 'internal administrative revolution'. Training a proper system of reward and punishment and other improvements in personnel administration can bring about such a change,

, REWARD

53. DUBHASHI (PR). Civil service and the citizen. Hindu; 1977; Jan 28; 8.

What is the yardstick of efficiency in Government Services? The cost-benefit ratio can hardly be applied. For the citizen, what matters is how quickly his case is disposed off. Here come the hurdles: the premium on procedure and precedent rather than purpose, and the emphasis on targets rather than objectives. What is needed is an 'internal administrative revolution' with a positive system of reward and punishment.

, EMPLOYEES RELATIONS

54. BHASKARA RAO (V). Civil service staff relations in the Govt. of India. Administrative Change; 4,2; 1977, Jan-June; 247-53.

The evolution of the civil service staff relations in the Govt. of India during the post-independence years is examined and how far the government and the employee's organizations

are able to deal with the complicated task of maintaining harmonious staff relations is discussed. In 1966 a scheme for Joint Consultative Machinery and Compulsory Arbitration for central government employees was introduced. The analysis is devoted to the assessment and evolution of the functioning of the scheme.

55. DE (Nitish R). Employee relations in the government service. Indian Finance; 1960, Annual Number; 85-88.

It is generally presumed that by implementing the new pay-scales based on the recommendations of the Second Pay Commission has made the Govt. employees fully happy and contented. The author does not agree with this contention. It is contended that, in the interest of toning^{up} the entire administration on which hinges, to a major extent, the success of all plans and projects, the government should persuade a more vigorous and effective employee relations policy. Some outlines are given in this context.

56. ✓ KHANNA (BS). Whitleyism : a feature of democratic administration. Indian Journal of Public Administration; 5,2; 1959, April-June; 207-22.

One of the features in the development of administration in a democratic country is the system of joint consultations and negotiations between the government and their employees. Describes the system development in Britain, commonly called 'Whitleyism', at the national level and more briefly, at the local level with the purpose that the experience of Britain may be of help to India in the experimentations between the management and staff in the national administration as well as in some state and local administrations.

, FEDERAL SYSTEM

57. SRIVASTAVA (GP). Indian Administrative Service: the steel frame of new democracy. Modern Review; 114,6,Dec; 469-74

Examines the rote and nature of the civil service before and after independence. Details of recruitment, qualifications and training are given. It is found that there is no significant difference between the role and nature of the civil service before and after independence. But due to the federal nature of our policy and erosion of national feeling and its suppression by regional sentiments, the role of the IAS as a stabilising and unifying force has become more important than that of the ICS.

IN WELFARE STATE

58. ✓ DHAR (DP). Administration's role in changing milieu. Public Administration; 12,2;1974, Feb; 11-13.

The problems of change of modernisation and of socio-economic transformation are many sided, so the solutions have also to be many sided. Need to redesign the administrative system is analysed. The administrative services have to think of themselves as instruments of socio-economic transformation. The process of change in traditional societies requires not neutrality but commitment. District officers need proper training to innovate appraise investment and evaluate performance. A concept of merit which keeps out the communities which have led a deprived life from public services and from other areas of economic and social activity is a retrogressive step. As civil servants play an important part in preparing legislation and its administration, their actions reveal what is the kind of society they would like to see established.

59. D'SOUZA (JB). Social change: can bureaucracy deliver the goods ? Economic Times; 1980, July 23; 5.

Though a number of welfare politics have been introduced in India since independence, more than half of our number is still below the poverty line. While for the failure of the politics the politician blame the bureaucracy, the bureaucrats blame their political masters, though not quite so loudly. The short comings behind some politics are examined one can not blame the politicians or civil servants exclusively for the misdirection in our policies.

60. ✓ DUBHASHI (PR). Role of IAS in cooperative development. Journal of the National Academy of Administration; 17,2; 1972, June; 344-52.

Cooperation has been accepted as a principal instrument of rural development, economic development and social justice. The roles which a general administrator has to play in a wide network of public administration have something or the other to do with cooperative development. Many posts in cooperative societies and institutions are held by IAS officers. An administrator, therefore, has to thoroughly conversant with cooperative principles and practices and has to keep formal and informal contacts with cooperatives and allied agencies. He is the leader initiator, bottleneck breaker and coordinator of development programmes and should ~~should~~ create team spirit among the officials of various departments and between them and the public in order to run the economic development programmes on right lines.

61. ✓ HOYLE (AR). Role of senior administrators in developing countries. Management in Government; 6,3; 1974, Oct-Dec; 219-32.

Discusses the role of senior administrators in developing countries, marked by popular demands for political, economic & social development - the so-called revolution of rising expectations. In developing countries, the senior administrator is faced by a multitude of difficulties and can only be successful

if his vision is much wider than that of most of his counterparts in developed countries. The problem of administrative improvement in developing countries is three fold i.e. of a change in political philosophy, of improving managerial and technical competence and of broadening public education.

62. ✓ KHANNA (KK). Bureaucracy and social change. Economic Times; 1979, Dec 6 & 7 ; 5.

The bureaucrats are generally experts in specific fields and cannot be matched by political executives having a much shorter work-life span. Due to various socio-political factors the role of bureaucracy in the formulation and execution of policy is much more dominant in India than in developed countries. Provision of minimum necessities to every citizen has become a duty and a legitimate concern of the modern welfare state and the bureaucracy is called upon to manage this social change which has become inherent in every society. Bureaucracy is a status quo maintenance oriented organisation, and so to manage social change willy-nilly imposed upon the bureaucracy is a major problem. The problems of planning and management raised by social change are pointed out.

63. ✓ MEHTA (B). Administrative services and decentralisation. Journal of the National Academy of Administration ; 5,4; 1960, Oct; 47-50.

In the administration the District Officer has functioned not as an individual, but as institution. In the post-independence period when the emphasis shifted from the regulatory state to the welfare state, he became District Development Officer and still continues to be the king-pin of the district administration. The change will also mean gradual replacing or instructions from the state headquarters by initiative at the district level. The Panchayat and Development Department will gradually assume an advisory role as far as the Local Government institutions are concerned.

64. PAIPANANDIKER (VA). Development of the public service in India. Journal of the National Academy of Administration; 10,1; 1965, July; 19-33.

The author feels that the development of a public service system in India is neither a characteristic of modern India for the contribution of the British rule in India. With this concept he traces the development of public service from the ancient period.

65. ✓ PAIPANANDIKER (VA). and KSHIRSAGAR (SS). Job attitudes of development bureaucracy. Management in Government; 7,2; July-Sept ; 95-116.

The term 'development bureaucracy' denotes civil servants serving in the governmental agencies charged with the implementation of developmental programmes. Bureaucratic behaviour is an important determinant of the outputs which any public administration system is expected to yield. This study is concerned with one class of attitudes of civil servants, namely, their attitudes towards certain aspects of their jobs. It is an empirical study based on the data collected through a questionnaire administered to a group of civil servants working in four development agencies. The findings deal with attitudes towards responsibility, delegation, supervision and personnel development.

66. ✓ TRIVEDI (RK). Administrator and the development challenge . Development Policy and Administration Review; 2,1; 1976, Jan-June; 5-8.

In the continuously changing environment of today the administrator basically is a manager of change. There are disparities development at the international level, at the national level and even at the regional level. The administrator as a manager of change has an opportunity to contribute his skills and knowledge to stimulate the development process in the way that should help narrow down ~~concept~~ of the existing disparities. Author's own concept of an administrator is that he essentially is concerned with managing change to the best

advantage of all in the society he serves. He has to stimulate change at a speed that the shock experience becomes widespread and more frequent.

,INDIAN ADMINISTRATIVE SERVICE

67. KARNAD (Bharat). Mentality of the IAS cadre. Indian Express; 1978, Aug 27; 4.

Regards the Indian Administrative Service being still rooted in the past with only a very dim notion of how best to be an agent of change in a development milieu. Suggests the need for the establishment of a radically different type of administrative service.

,INDIAN CIVIL SERVICE

68. BHATNAGAR (Arun). Indian in the I.C.S. Times of India; 1978, Oct 1; 8.

The author assesses the role those Indians who opted to continue in the service after independence and provided the country with a nucleus of able administrators.

69. GILL (Manohar Singh). Last of the Burra Sahibs: the supermen who failed. Hindustan Times; 1980, July 13; 1.

The qualities claimed for the former Indian Civil Service the rule of law, a sense of justice and fair play, sympathy for the under-dog, love for the country side, and pursuit of scholars were more British than Indian. No wonder, after independence, the Brown Burra Sahibs failed on the whole to uphold these values, only the image of a dwindling race of supermen was fostered and deliberately kept up. In passing this rather harsh judgement on the service, the author deals with its work before and after 1947.

,LEGACY

70. DATTA-RAY (Sunanda K). Last of the civilians: but the mystique marches on. Statesman; 1980, March 30; 6.

The impact of ICS will linger for a long time though the last ICS officer has retired in March this year. It provided India with an efficient and unified administration. The ICS was embodiment of personnel success and the same bureaucratic values are still reflecting the style. The imitative reverence is still perpetuated in Mussoorie.

,KOTHARI COMMITTEE RECOMMENDATIONS

71. ✓ DESHMUKH (WN). and MURTY (BS). Ranking candidates in a competitive examination: a case study. Indian Journal of Public Administration; 11,4; 1965,Oct-Dec; 767-74.

A research note, illustrating by a practical example the extent of differences in ranking obtainable by the prevalent method and the new method suggested by J.R.Rao, in his article "Ranking candidates in a competitive examination" published in January-March issue of the same volume. Also elaborates how this method can also be used to iron out examiner to examiner differences and differences arising due to the use of different media of expression.

72. ✓ SINHA (Ramashraya). IAS : tasks of socio-economic change. Mainstream; 1978,Nov 25; 25-27.

The 'exotic elite' character of IAS needs to undergo a change to make it responsive to the challenges of a developing society and turn the service into an instrument of social and economic change. Unlike in India, the bureaucracies in Western democracies have undergone a qualitative change in their behaviour and norms. The Government is likely to implement recommendations of Kothari Committee regarding training, recruitment and the introduction of regional languages besides English and Hindi

for conducting the examinations. These recommendations, if implemented, may not bring the required results. Fundamental changes in the recruitment and training policies are required to make the services commensurated with the development ethos of our society.

, RECRUITMENT, BACKWARD CLASSES

73. BHATIA (SC). Making odds even in civil services. Hindustan Times; 1978, March 5, I.

Over the thirty years after independence, no substantial changes has occurred in the participation capabilities of rural and weaker sections in the civil services. Candidates from under privileged classes suffer from various biases inherent in the process of selection and recruitment. Unfortunately the Kothari Committee has not dealt with this problem adequately. Introduction of Indian languages as media for examination is not enough to overcome the odds against the under privileged section. A few suggestions are given to increase the entry rate of rural and weaker sections in the central civil services.

, PAY

74. CHAWALA (VN). Pay determination for civil servants in a developing country. Journal of Political Studies; 8,2;1975, Sept; 66-76.

Examines various principles of pay determination recommended by the three central and fifteen state pay commissions and committees. They have failed to evolve any single criteria, neither there has been any consistency in their approach. As the economy develops, greater emphasis will have to be placed on principle of fair comparison with the rates or remuneration for broadly comparable work in outside employments. Trends in the rates of remuneration in comparable outside employments have to be studied systematically, and compared with the rates of the remuneration of civil servants. There will be a necessity

of a systematic collection of data relating to wages, salaries and conditions of service in outside employment, and a need for continuous review of the data with reference to the rates of remuneration in the Government. The author is of the firm view that in the long run Priestley formula or Fair-relatively principle which requires state pay to be based on a fair comparison work remuneration for comparable work in outside employment taking account of differences in other conditions of service will have to be evolved in India.

, PENSION

75. CHEKKANI (AU). Speedy disposal of pension cases: a probe. Prashasnika; 3,1; 1974, Jan-March; 73-88. .

Analyses the factor responsible for delay in the disposal of pension cases and suggests remedial measures so that the retired Government servants/ families of deceased Government servants are provided relief.

76. KURUVILLA (KM). Outdated rules on commuted pension. Indian Express; 1977, July 8; 4.

This article is concerned with restoration of commuted pension. Under compelling domestic needs a large number of pensioners have commuted their pension, 40 to 50 percent. Many of the pensioners must have repaid with interest the capitalised value is repaid with interest, is just and reasonable.

, PERFORMANCE

77. BURKE (Ronald J). Why personnel appraisal systems fail. Personnel Administration; 35,3; 1972, June ; 32-40.

An effective personnel appraisal programme serves a number of functions. The purpose of this paper is to summarize the reasons why performance appraisal systems fail to meet the objectives of employee development, and factors associated with

success in meeting these objectives. Research evidence which supports particular factors is presented. A number of reasons are advanced for the failure of programmes to produce improvements in subordinate performance. The factors associated with the success of the appraisal system are also pointed out. Knowledge of specific behaviour and skills and of the relationship between objective, method and skill can upgrade the quality of the appraisal interview through training.

78. DEY (Bata K). Performance appraisal: the absent-minded dimensions. Management in Government ; 9,3; 1977, Oct-Dec; 251-65.

Examines the concept of 'performance appraisal' and mentions some sequential steps to be taken before the installation of the system. Discussing its merits and demerits, suggests various techniques or methods in order to impart a greater degree of validity and credibility to the evaluatory process, through injecting some doses of objectivity and seeking at the same time to jettison the elements of subjectivity. Describes result-oriented performance appraisal system in detail.

79. HALABY (Charles N). Bureaucratic promotion criteria. Administrative Science Quarterly; 23,3; 1978, Sept; 466-84.

This paper examines three hypotheses regarding the relative significance public bureaucracies assign to evaluation, examinations. The central proposition asserts that the state of the bureau's authority structure is an important factor the technical uncertainty proposition assumes that the nature and variety of organizational skills and tasks play a dominant role. Against these propositions, which emphasize emergent internal structural conditions, we pose a legal-institutional null hypothesis. This hypothesis explains promotion criteria in terms of the extra organizational constraints and conditions represented by civil service regulations and regional differences in experience and merit systems. While the results provide some support for the control and technical uncertainty proposition, they under score

the significance of extraorganizational factors. The significant effects of differences are of special interest because they indicate the degree to which intra-organizational advancement criteria are ultimately shaped by the socio-economic and cultural environment.

80. JAIN (ML). Confidential reports and remedies. Prashasnika; 3,1; 1974, Jan-March; 33-50.

Concerns with the provision of confidential reports annually written of the government employees by their supervisors. Remedies are also discussed in case an officer reports with malafide intentions and dishonesty.

81. KULKARNI (DK). Performance appraisal in public administration. Public Administration; 1978, Jan; 113-22.

There is no es-cape from performance appraisal if we are to run organisations and help personnel to achive their goals. A number of useful ideas were presented at the seminar-cum-workshop on performance appraisal practices organised in Aug 1977 by the Administrative Staff College of the Government of Maharashtra. Here an attempt is made to integrate those ideas into a coherent scheme of performance appraisal, which can be relevant to public administration.

82. MERANI (ST). Targets and stock-taking. Indian Journal of Public Administration; 1,3; 1955, July-Sept; 251-53.

Target-setting and stock-taking are very useful looks in in the outfit of the civil servants for the fulfilment of his dream of being the 'Ideal Civil Servant'. They would hold before him better for meeting his responsibilities so that when he finally lays down his office he may truthfully look back on his professional career as a 'good job well done'.

83. MOTIWAL (OP). Adverse remarks in character rolls and their legal implications. Indian Journal of Public Administration; 21,1; 1975, Jan-March; 89-91.

Maintenance of character roll was essential for two reasons. This enables the superior to express freely and fearlessly. Secondly his secrecy avoids embarrassment to the servant himself while dealing with his colleagues or juniors. Adverse entries can be classified into two categories: these which refer to irremediable defects. Legal implecations are discussed in details.

84. NAIR (SS). Scheme for objective assessment of merit : key to efficiency and economy in government. Management in Government; 11,4; 1980, Jan-March; 240-64.

There are many disadvantages in the system of annual confidential reports as the main basis for the assessment of merit. In this paper an objective method is presented to assess the merit of government employees. It takes into account some of the principles of good management. Under the scheme, for each employee merit scores are calculated on the bais of the work done. For the calculation of these scores three broad levels of government employees are considered: (1) Primary workers such as LDC, UDC, Assistant etc., (2) Immediate supervisors such as section officers; and (3) Higher supervisor's such as Under Secretaries, Deputy Secretaries etc. How the scheme should function is explained exhaustively.

85. NELAND (Chester A). Performance appraisal of public administrators: according to which criteria ? Public Personnel Management; 8,5; 1979, Sept-Oct; 294-304.

Three double sets of criteria are examined in this paper. They are : (1) Expectation of the public agency and of subordinates; (2) Requirements of the law and responsibility to the public; and (3) Professional standards and expectations of self. Though it is difficult to measure executive functions in individuals, their presence or absence in an organisation is relatively easier to identify.

86. SAKESENA (NS). Why IAS and IPS are in a poor shape.
Times of India; 1979, Dec 27; 8.

Apart from political leadership, two all-India services, IAS and IPS are almost equally responsible for decay in public administration. The reason behind the rapid deterioration of these cadres, to which best products are recruited are discussed in this article. Their initial training is not thorough. As professional competence needs a constant input of fresh ideas, there should be in service courses with stiff qualifying examinations for promotions. The retirement age of those who are able to do well in final assessments should be raised to 62. These two services are now exposed to strong parochial and caste politics and the remedy lies in raising the percentage on non-local officers in each state. Even by Indian Standards these services are ill paid.

87. , PERSONAL NARRATIVES

DUBHASHI (PR). Lighter side of the profession of public administration. Public Administrator; 1978, Jan; 93-97.

In his administrative career extending over two decades the author has worked in the field, in the state and central secretariate as the head of three national training institutions. In this article he has recounted several anecdotes from his experience. Various meetings provide some relief from constant pressures of files in secretarial. Participation in all-India conference and seminars enable one to combine sight seeing with business. In field assignments, touring provides a bit of variety. According to the author semi-academic training assignments and touring provides a bit of variety. Semi-academic training assignments can be considered as the lighter side of administrative career. In administration one comes into contact with a large number of persons and these human relationships lighten the burden of administration.

88. DUBHASHI (PR). Satisfaction of administrative career. Indian Journal of Public Administration; 15,1; 1969, Jan-March; 110-17.

An administrator can seek none of the satisfactions that leaders in other professions can achieve. Administrative career has lost its lure for young men of talent and ambition because, it is no longer the gateway to either wealth or power or status. But still, there are compensations for the loss like personal freedom, constant engagement in national services, unique combination of action and reflection, realism and idealism in one's life. A variety of problems, challenges, places, positions, situations, circumstances, institutions and individuals fill the administrator's career making it both investing and complete.

89. IYER (Ramaswamy R). Understanding our bureaucracy. Indian Journal of Public Administration; 12,4; 1966, Oct-Dec; 697-716.

The aim of this article is to explore some possible explanations for some of the aberrations of Indian bureaucracy which can be summed up in the word 'inefficiency' or in the pejorative use of the word 'bureaucracy' itself. Within this field, seeks to arrive at some understanding of the persistent and chronic ailments which when removed in one form, reappear in another, and seem almost to be ineradicable characteristics of bureaucratic functioning this country.

90. PANDIT (AD). Little Gandhis for IAS. Public Administration; 12,2; 1974, Feb; 7-8.

The author narrates his experience of not being considered for the post of principal of the National Academy of Administration as his outlook and way of life were not such as to enable him to import Gandhian ideology to the probationers at the Academy. In retrospect, he speculates upon the consequences that would have followed if the government had succeeded in their quest & a string of principals steeped in Gandhian ideology & succeeded in producing several batches of little Gandhi's for the IAS.

91. RUDRA (Dipak). Gods with feet of clay: temptations of the middle years. Stateman; 1980, Aug 9; 6.

In this article the author gives an inside view of the Indian Administrative Service which he joined in 1963 and describes how early illusions peter out until frustrated civil servants are anxious to make compromises for advancement.

,POLICY MAKING

92. BANERJI (S). Unified civil service. Indian Journal of Public Administration; 9,2; 1963, April-June; 189-211.

Reorganization in public services is often needed in order to make it a more suitable agency to meet new needs. The article deals with two related questions. One relates to the so-called 'elite' character of the civil service in India and the use made of the 'generalist' belonging to these services to man important administrative and policy-making posts at the levels of government. The other raises the question of 'relativity' of this elite corps with the other higher civil services of the central govt., and of the possibility of integrating the former with these other civil services into a 'unified' service'. Some of the conclusions reached are: (1) the ranks of the administrative or civil service should be thrown more widely open than now; (2) there is a need for organizing properly constituted scientific and technical services, on patterns less rigid and orthodox than those on which the conventional civil services are commonly based; (3) there is a need for some officers with intimate experience of the working of the departments performing purely federal functions. What is required is an 'open-door' policy which would enable the transfer to the elite corps, of any outstanding 'finds' that may be located in the other services.

93. KHANNA (KK). Bureaucracy and social change. Economic Times ; 1979, Nov 24 ; 5.

Public bureaucracy is pre-eminently qualified and equipped for the management of social change in accordance with goals of and objectives of the nation. As bureaucracy plays a dominant role in the formation and execution of policies, it can play a paramount role in achieving desirable social change. Invariably the policies approved by the legislature are the ones proposed by the bureaucracy from below. The author has explained how a policy framed by the political executive can be tempered with substantially by the bureaucracy at different levels. Though the dominant role of bureaucracy in formulation and implementation of policies is recognised, unfortunately no systems are devised or contemplated to utilise this power in the general interests of the community.

, POLITICAL INTERFERENCE

94. ACHARYA (BK). Changing the guard: new look for the bureaucracy. Statesman; 1980, Oct 20 ; 6.

Among politicians the search for scape-goats for our present ills is far more widespread than the search for remedies. They attribute most of our troubles to the much maligned bureaucracy. While under British Raj the district officers used to spend more time with villagers, their successors are devoting a great deal of their time running around and entertaining VIPs. In the light of the pressures brought to bear on civil servants the author recalls how he was treated by political leaders of stature the administrators are receiving less and less support from their political masters.

95. NEHRU (BK). Civil service in India. Business Standard; 1980, May 1 & 3; 5.

Having taken upon itself the complicated task of ensuring the welfare of all its citizens, the state requires a continuous collaboration of the operative mechanism. The civil service system has certain well-marked characteristics. Its "staff" and "line" functions are briefly explained. A confusion between these two separate functions leads to arbitrary, unjust and politicise the service will end in disaster. The ministers are taking more and more administration is progressively ceasing to be carried on according to the law. The ministers adopt various means to bend the civil servants to their will. The changes required to reconvert the civil service in to a first class machine are pointed out.

96. NEHRU (BK). Role of civil services in India. Eastern Economist; 1980, May 2; 878-81.

The civil services in India are not being allowed to play their proper role because of political interference in discharge of their duties. Instead of administering the law they are being compelled to carry out the wishes of everchanging ministers. The means used to bend civil servants to the ministers will are the arbitrary use of the powers of transfer, suspension and promotion. To restore the independence of the civil services it is necessary to regulated the use of these powers by law and to raise substantially their emoluments. Their continous re-training and re-education is also necessary ~~and~~ to restore their damaged morale and their professional integrity. The destruction of the civil services can only lead to an increase to the continuance of the system of civilian political rule.

97. THAPAR (Ramesh). Bureaucratic collapse : grim lessons of the Mahadevan file. Statesman; 1980, Aug 24; 6.

Today the civil servant has no protection against the unscrupulous politician. The quality of IAS cadres is deteriorating and there is built in reluctance of the IAS cadets to accept the introduction of specialists from outside. An attempt is made in this article to describe how and why the administration has been reduced to impotence, and to suggest initiatives to create a new Indian frame of management. The sub-title of the article is in reference to Mahadevan an IAS officer, who resigned.

, POLITICAL RIGHTS

98. PARANJAPÉ (HK). Political rights of public sector employees. Indian Journal of Public Administration; 6,4; 1960, Oct-Dec ; 339-62.

Describes the position of political rights of public sector employees in India, UK, USA and other examines whether a change the policy regarding political activities by public employees in India is necessary.

99. RAI (Haridwar). Political rights of public servants in India. Bulletin of the Institute of Public Administration; 4,3; 1959, Dec; 38-51.

Discusses what should be the extent of a civil servants political rights in India. Certain restrictions on the political rights of civil servants under the central civil service Rule 1955 are pointed out. Situation in U.S.A. and U.K. is also reviewed.

100. SINGH (Bishwanath). Political rights of civil servants in India. Indian Journal of Public Administration; 11,; 1965, April-June; 236-47;

Examines the conflict between the two principles, i.e., between the desires and interests of civil servants, regarded as a citizen, and the duty of the civil servants, regarded as such. After discussing the rights of civil servants as guaranteed by Indian Constitution and the position in U.K. and U.S.A., concludes that the desirable situation is to adopt the middle path, between the two extremes.

,ASSOCIATION

101. AGGARWAL (Arjun P). Freedom of association in public employment. Journal of the Indian Law Institute; 14,1;1972,Jan-March;1-20.

In India, all citizens, including public employees and civil servants have a fundamental right to form an association of their own choice, and to become members of any association not recognized by the government constitutes an infringement of the freedom of association guaranteed by article 19(1)(c) of the constitution. Traces the development of freedom of association of government employees citing various cases.

,STRIKES

102. JAYARAMAN (TK). Strike in public service. Modern Review; 108,6; 1960,Dec; 481-83.

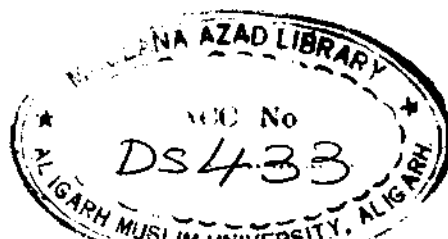
Should the strikes in public service be banned ? To answer this question, the author views the nature, causes and consequences of strikes both in public and private employment. Gravity of consequences of strikes in public employment is studied in detail. Any anti-strike legislation is not the urgency but the creation of an atmosphere where strikes are not resorted to by public employees.

103. KARNIK (VB). Justice to government employees vital.
Economic Times; 1978, Nov 20 ; 5.

The Central Government employee's disputes on the issue of DA has been referred for arbitration. In the absence of right to strike by the government servants, arbitration is the most suitable alternative for the ventilation of their grievances. Railwaymen and industrial workers should also get the bounds. The public servants should get emoluments which are similarly obtained by workers doing the same job in the private sector. Every effort should be made to expedite the disposal of disputes. The author welcomes the seamen settlement but does agree with the term that the workers are free to join new union without recognition from management. This will prevent the growth of representative unions. Seamen's unions of India, Pakistan and Bangladesh are facing problem of disparity in wages between the employees on foreign ships and those serving on indigenous ships.

104. KHANNA (KK). Ethics of strikes by public employees.
Economic Times; 1978, March 25 ;5.

In private organizations the adverse effects of the strike are felt directly by management and workers themselves. But in case of strike in public organisations or the settlement of it the party affected the most is the citizen. The consequences of a strike by public employees are felt more intensely in a country like India where a phenomenal increase in the size of bureaucracy has taken place due to a plethora of activities undertaken by government. In government sector, it is the citizen who actually pays for the employees salaries and other benefits through the exchequer. The author has pointed out a few salient questions the public employees should answer satisfactorily before the notice for strike is given.



105. NARAYANA RAO (K). Public servants right to hold demonstrations: a by-product of expression and assembly- Kameshwar Prasad v/s State of Bihar. Journal of Indian Law Institute; 6,4; 1964, Oct-Dec; 481-88.

The judicial decision under review is Kameshwar Prasad v. State of Bihar of Supreme Court of India. The issue before the court was whether R 4. A of Bihar Government Servants Conduct Rules, 1960 violated Article 19 (1). (a) and (b) of the Constitutions. The rule runs as follows: "No Government servant shall participate in any demonstration or resort to any form of strike in connection with any matter pertaining to his conditions of service." The court struck down that part of the rule prohibiting demonstrations on the ground that it infringed Article 19 (1) (a) and (b).

106. PENDSE (Sandip). Maharashtra Government employee's strike. Economic and Political Weekly; 1978, March 4; 445-48.

This article deals with the 54 days strike by nearly a million government employees of Maharashtra. It began on 14th December, 1977. Various unique and noteworthy features of this strike are discussed. The strike was neither sponsored nor controlled by any political party but the Chief Minister 'politicised' complications in the organisation and conduct of the struggle by such a large number of employees are pointed out. Government and mass media were hostile to the strike while the common man was largely indifferent.

107. RAI (Haridwar). Staff associations & the right to strike. Indian Journal of Public Administration; 6,3; 1960, July-Sept; 283-97.

There is a continuous growth in the membership of staff associations and unions. In the light of this, the author examines the position of the 'Right to Strike' in India and also the conditions under which service associations of Central Government employees can be formed and recognized.

There are three main school of thought on the right of government servants to strike. The first school favours the grant of full trade union rights to civil servants, including the right to strike. The second school stands for a all-inclusive prohibition of strike by government employees. The third group is of the view that the right of governments to strike should be prohibited. Only in case of a serious threat to public interest.

, PROFESSIONALISM

108. ✓ DEY (BK). Professionalism in civil service. Indian Journal of Public Administration; 15,4; 1969,Oct-Dec; 682-701.

Reviews the nature of professionalism in civil services and considers professionalization of civil service as the only answer to the questions posed by the futurology of administration and its multi-dimensional ramifications. It alone, can inject satisfying element into the services and bring about better policy formulation, more effective programme implementation, and all round community contentment.

, PROMOTIONS

109. ARORA (Om Prakash). Promotion in civil service in India. Administrator; 21,4; 1976, Winter. 871-80.

Analyses the basis and methods adopted for making promotion from the lower level to the higher level in Central Civil Service in India.

110. GUPTA (RS). Use of board form as a promotional device. Civic Affairs; 9,4; 1961,Nov; 19-24.

In the organisation of the Government of India ,there are numerous boards and commissions at different levels. Keeping in view their objectives, differentiates various

categories of such bodies, and attempts to find out the reasons as to why the Government of India has set up the promotional type boards and commissions.

,PSYCHOLOGY

111. DASH (CD). Individual civil servants in state administration: morale. Indian Journal of Public Administration; 25,1; 1979, Jan-March; 180-89.

The author in this article, throws light on the civil service morale Uttar Pradesh by a field survey and gives the result in a series of explanatory statements and connected tables. He looks at morale from different socio-economic angles and comes to the conclusion that the morale of the lower civil service in the state is poor. The responses to his questionnaire indicate the nature of complaints of the personnel of a part of the state civil service.

112. DE (Nitish R). Administrative elite: vegetables, proteians, growth-seekers. Hindu; 1977, Sept. 27; 8.

In this article the author has identified three broad categories of administrative behaviour. The human vegetables category of administrators is one, which is primarily concerned with the job that comes its way. The proteins in administration, take initiative and make efforts, calculatingly and purposely, to manipulate a cultural of false realitics, so that they can make the best out of any situation. The growth seekers, who possess the qualities of head and heart, seek personal growth in tune with the larger social objectives. The essential characteristics of these three categories are described and concluded that growth-seekers who are few in number, can take the administrative culture, step by step, to a higher level of equilibrium.

113. SINGHI (Narendra Kumar). Job-satisfaction amongst bureaucrats in an Indian State. Indian Political Science Review, 1972-73, Oct-March; 23-38.

The present study was under-taken in some selected public and private bureaucratic organisations in the state of Rajsathan. By administering a questionnaire to 575 bureaucrats and interviewing one third of them, analysis job satisfaction amongst bureaucrats with reference to the following aspects: satisfaction with the nature of work; satisfaction with salary; satisfaction with power; satisfaction with prestige achieved; and satisfaction with promotion chances. The study reveals that job-satisfaction is related to bureaucratic hierarchy. The prevailing bureaucratic systems puts greater strain on the satisfaction of middle and lower ranks of bureaucrats and is very faurable for the upper bureaucrats, thus leading to colonial and feudal traits in administrative structure.

, RECRUITMENT

114. ABRAHAM (AS). UPSC examination media: opeaning the floodgate of regionalism. Times of India; 1978, Nov 13; 8.

The union government's decision allowing Indian languages to be used for writing UPSC all-India examinations is based on reasons: (1) access to the highest levels of the bureaucracy cannot for ever depend on the mastery of English; (2) decision to this effect was taken in 1968 when a resolution was passed by the Parliament; (3) to make the bureaucracy more responsive to the people; (4) to give wide representation in the civil service. The author has discussed all the above mentioned point and has concluded that there is every possibility that the all-India character of the central service will be irreparably destroyed and the central administration may be closely tied to the apomstrings of the states. Thus the danger has been enhanced by Governments decision beconse it strikes at the very heart of one of the country's most vital unifying structure.

115. ABRAHAM (AS). UPSC examination 'reform': the medium is the message. Times of India; 1980, Jan 4; 8.

Though UPSC has been insisting on a gradualist approach in switchover to Indian languages in its examinations the opinion of writing all papers in English or in any of the fifteen languages listed in the eighth schedule of the constitution was given for the first time 1979. examinations. This was due to the unfortunate decision taken by the Janta Government, having strong pro-Hindi and anti-English elements. In 1979 only fourteen percent chose to write their papers in Indian languages and this indicates that the demand for 'indigenisation' has no effective support among those who stand to benefit from it. Use of English ensures a common criterion of evaluation and exam if it is a handicap it is equally shared by all candidates. The students are aware that English is not just necessary and is indispensable. As such total abolition of English in examinations will be anti-democratic method.

116. AIYER (SP). Personality test for recruitment to superior services. Indian Journal of Public Administration; 6,2; 1960, April-June; 185-87.

Criticises the Government of India's decision taken in 1957, providing for the abolition of minimum qualifying marks in the personality test for recruitment to superior services.

117. BAPAT (SB). Public Service Commissions : an Indian approach. Indian Journal of Public Administration; 2,1; 1956, Jan-March; 54-59.

Deals with the way the problem of having an organ or authority, independent of political executive, to deal with recruitment and management of public services, i.e., public service commissions was approached and solved by the framers of the Indian Constitution and brings out the important features of solutions adopted.

118. BASU (S). Public Service Commission in India. Public Administration; 31,1; 1953, Spring; 81-84.

An account of events leading up to the establishment of independent Public Service Commissions in India and their functions. Such commissions existed in British India, following early suggestions in 1919. Those set up or to be set up, at both national and state level, in the Republic of India, will have their authority under the constitution itself. It is provided there that shall have certain guarantees of independence such as fixed tenure of office and the charging of salaries and expenses to the consolidated Fund. Their functions are to advise on all matters to recruitment and promotions and transfer. They will advise on disciplinary matters and certain other legal respects. Their functions are purely advisory but the government concerned must explain its reasons for rejecting any advice.

119. BHAMBHRI (CP). Recruiting the IAS. Hindustan Times; 1974, May 1 ; 5.

A high talent is not the only basis of success in a competitive examination. To enter the IAS, one has to be 'talented' plus socially above par. If high talented but socially disabled youngmen, who could not get higher education are unable to enter the higher civil service, it is the country ultimately loses. To remove this distortion, a pass in the higher secondary examination should be the minimum qualification for competitive examination, and the medium of examination should be the mother tongue. The UPSC should evolve its own syllabi to find out the level of social awareness of the future administrators.

120. BHATTACHARYA (KR). Rational system of recruitment and promotion for scientific personnel. Economic and Political Weekly; 1973, Jan 6; 31-36.

In the opinion of the author, the system in which recruitment and promotions are treated alike through a single process

of advertisement-cum-selection, is responsible for the existing defects of irregularities and inequities in staff appointments in the science organisations. Suggested an alternative system, aiming to keep them apart.

121. DUTT (RC). Principles of selection in public services. Indian Journal of Public Administration; 1,3; 1955, July; 204-211.

Discusses the principles of selection, particularly, in the matters of promotions, on the basis of the experiences. Examines the following question : Should promotion in service depend on what is regarded as merit, or should it depend on the more easily ascertainable factor of seniority ? Or, should both these factors be combined in some given proportion to determine promotions from grade to grade ? The methods commonly used to form the basis of selection are: (1) The periodic assessment of character and performance recorded in the form of confidential reports; (2) The impressions gathered in a direct interview to test personality; and (3) A written test designed to judge ability to perform the duties allotted. Keeping in view the merits and demerits of different methods, it can be concluded that in order to make objective selection for promotion, the basis should be merit with due regard to seniority.

122. FYZEE (AAA). On interviews. Indian Journal of Public Administration; 2,3; 1956, July-Sept; 201-07.

Indicates the use made, by the public service commissions or interviews as a method of selection personnel. An 'interview' is a purposeful and well directed conversation on topics of choice, and is an attempt to bring out the experience, the skill and the intelligence of the candidate. Keeping in view this aim of interview, emphasis the need of well directed questions with set purpose and the maintenance of friendly atmosphere in order to have a natural flow of conversation in the artificial atmosphere of Board Room.

123. GOKHALE (SR). Selection of Indian adminocrats. Indian Journal of Public Administration; 22,1; 1976, April-June; 260-68.

Government Services and public administration in this country shall need in the near future a vast number of persons with special qualification & qualities of mind. These persons cannot however be mere bureaucrats nor would be it do if they are nothing more than technocrats. The need of the day is to have 'Adminocrats', who would make successful managers in their assignments. Having determined the objectives for the recruitment of administrator, the author proceeds to examine what changes are necessary in the existing selection methods, which according to him are outdated. The first need appears to be re-categorization of the All India and Central Govt. Services on the basis of 'job-desription'. The author suggests four categories on the basis of special aptitudes and personality traits. The methodology of the written examination and the personality test to be given to the candidates has also to be modified in accordance with the revised categorisation of services. Some major changes in the existing procedure are recommended in that direction.

124. HEJMADI (VS). and PAI (VA). Public Services: recruitment and selection. Indian Journal of Public Administration; 9,3;1963, July-Sept; 355-69.

Examines the problems of recruitment and training for the public service in the light of increasing demand for personnel with the attainment of independence. More action is required to improve present methods of recruitment and staffing, to assess and forecast personnel needs and to provided for the development of new personnel skills and coordination of the various sectors of national life.

125. HEMBLE (Madhukar S). Recruitment to the civil services: implications of the Kothari report. Times of India; 1978, Oct 29; 8.

The recommendations of the committee, appointed by UPSC in Feb 1974 under the Chairmanship of Shri D.S.Kothari, to revamp the recruitment policy and selection methods in the civil service are still under active consideration. Its main recommendations are regarding preliminary examination; main examination; a foundation course at the Lal Bahadur Sastri Academy of Administration, Mussoorie; introduction of regional language beside English and Hindi in the examination; and a common written test and interview for all examinations. But the committee has not, however, considered grant of concessions, such as higher age limits, reduced fees and reserved vacancies for scheduled caste or tribe candidates and the introduction of technical and medical qualifications in the syllabus of the examinations. Its suggestion regarding common foundation course is too lengthy and cannot replace the specialised training each service demand.

126. HOOJA (GBK). Kothari report: selection and training of civil servants. Indian Express; 1978, Nov 24; 6.

The author critically examines the various recommendations of the Kothari Committee's report on selection and training of civil servants. He suggests that instead of having compulsory paper in the Indian language, there should be compulsory papers in two Indian languages—one from the North and the other from the South or the East, that the age limit should not be restricted to 26, and the charge of district should not be held by too young an officer.

127. JAIN (RB). Operation of the merit system in India. Indian Journal of Political Science; 33, 1-4; 1972, Jan-Dec; 186-205.

Defines the concepts of merit system, enumerates its objectives and reviews the operation of this system in India. Indicates that although the UPSC does try to see that the merit system is properly maintained and safeguarded, yet it can not be done unless the various department and agencies in the government render their full cooperation. In modern times, because of the complex machinery of the Government, the system can work effectively only if the political leaders in authority uphold it and if the commission, departmental personnel officers and the appointing officers are faithful to it in principle and practice, and work in reasonable harmony.

128. JAIN (RB). Public relation programme for the Union Public Service Commission in India. Indian Political Science Review; 3, 1-2; 1968, Oct-1969 March; 19-30.

The maintenance of sound public relations does not necessarily mean an 'official propaganda'. Therefore, UPSC should take care to see that its public relations programme does not degenerate itself into a mere propaganda, which instead of building up confidence and prestige, will hurt at its very roots. The public relations programme of the UPSC should be bold and straight forward and designed to tell the public in unambiguous terms, its objectives, its politics, its methods, and the difficulties in achieving these objectives.

129. KATYAL (KK). How autonomous are the P.S.C.S. ? Hindu; 1980, Dec 1; 8.

Public service commissions have to ensure neutrality and continuity of the services. They should function and be allowed to function, in the manner envisioned in the constitution. The number of ad-hoc appointments without consulting commissions is increasing. While commissions powers can be

curtailed by presidential regulations, additional powers can be conferred only through legislation. The commissions should be vigilant against intrusion into their sphere of activity by the executive have respect for constitutional provisions and conventions aimed at preserving their independence. Posts in the commissions have become part of political patronage and the party in power selects those who are beholden to it.

130. KATYAL (KK). I.A.S. : the new realities. Hindu; 1977, July 18; 8.

After independence the administrative services are more involved in development activities. The deficiencies in the services essentially flow from the failure to grasp the requirements of the changed context. Though a large number of ruralities are joining IAS, there is no evidence corresponding change in the approach and out look. This is evident from the poor response for regional languages as alternative media to English for answering compulsory papers. Kothari Committee has submitted a report on the recruitment procedures. Some of its suggestions have come public through press leaks. The report has raised a number of questions and can also result in a number of intractable problems.

131. KATYAL (KK). Multiplicity of recruitment agencies. Hindu; 1976, Nov 11; 8.

The UPSC is concerned with the selection of a mere three percent of the employees. Banks, public undertakings, quasi-government bodies and other research organisations have their own arrangements. Secondly, the UPSC selects only 2.7% of the total number of candidates that appear before it. The expertise and objectivity, built up by the UPSC over the years is made use of by many of the employing agencies. Improvements could be effected by simplifying and systematising the work of recruitment for similar jobs offered by

different employers by doing away with the multiplicity of recruitment agencies. In this respect, the suggestions of UPSC Chairman, Dr. A.R.Kidwai for creating a National Merit Examination and utilisation of UPSC's expertise and experience to that end need to be considered.

132. KIDWAI (AR). Recruitment and training of scientific personnel. Indian Journal of Public Administration; 15,3; 1969, July-Sept; 576-86.

Discusses the policies of recruitment, promotion, training and career advancement of the scientific and technical manpower which the government has to mobilise for accelerating the pace of economic growth and improving standards of living of the people.

133. KUMARASWAMY (MR). Clerkocracy in India. Intereconomics; 1968, March; 86-87.

A critical commentary on the recruitment policy of IAS and IPS and subsequent investment in training with reference to the recruitments of economic development. Suggests that if India wants to go in for national economic planning, the planning commission must consist of active people who should be chosen from among the senior staff of universities and colleges.

134. KUNDRA (JC). Comparative recruitment methods in the civil services. Indian Journal of Political Science; 18,3-4; 1957, July-Dec; 260-67.

Granted the merits of competitive recruitment for the civil service, it may be asked in what candidates for the higher administrative posts should compete. England has retained Macaulay's preference for man of wide general education and gives post-entry training. Another view of recruitment emphasises specialisation and prefers recruitments by depts.,

as occurs in France and to a large extent in the United States. The main criticism of this method is that man so required lack the breadth of vision needed in civil servants of the higher cadre. On the other hand it agrees with the general tendency towards specialisation in modern public administration. Reviewing the experience of different countries it would seem that a small percentage of civil servants should be recruited from non-specialists, but that some specialisation it needed; some of this may be given through post-entry training.

135. MAHESHWARI (SR). Recruitment to higher civil service. Indian Express; 1980, Dec 28; 6.

Though the higher civil service is no longer considered lucrative enough, a career in it is certainly not much worse in overall economic terms than in other occupations. Any fault in the recruitment can be a cause of multiple tragedy. The present scheme of examinations for recruitment consists of two parts: a preliminary examination (objective type) and the main examination which includes written examination and an interview. In this article the distortions in this system of objective questions is largely a myth. With a limited number of posts it is senseless to administer a competitive examination to a large number of candidates.

136. MAURYA. Civil Service exam and the North-East. Mainstram; 1979, Aug 18; 25.

This year a new examination system has been introduced for recruitment to senior civil services. The introduction of a compulsory paper in the Indian language has come in for criticism in the North-Eastern region. The candidates having a tribal dialect as mother-tongue feel that they are at disadvantage. Though some what exaggerated the apprehensions are not unfounded. The major share of posts reserved for Scheduled Tribes has been going to the candidates from the North-Eastern State and having enough time to learn a language. The young people from the region can continue to do as well as in the past.

137. MEHER (MR). Making employment exchanges more purposeful. Capital; 1975, Aug 21; 252-53.

Changes reported by Andhra Pradesh Government about making Employment Exchanges more purposeful are given. In addition suggestions given by National Labour Commission and Shiva Rao Committee discussed.

138. MEHTA (Subhas Chandra). Public Service Commission as a recruiting agency. Civic affairs; 9,10; 1962, May; 9-19.

Gives historical perspective of the Union Public Service Commission, and describes its functions and the methods adopted for recruitment purposes.

139. MINATTUR (Joseph). Equal opportunity in public employment. Modern Review; 124,4; 1969, April; 252-57.

A candidate appearing for selection or examination before the Union Public Service Commission has to pay a fixed fee. The author questions the relevance of such a fee and considers it as an infringement of an Indian citizen's fundamental right to equality of opportunity in public employment. Relevance of some of the queries in the application form, such as name of the state, religion post held and scale of pay, etc., are also questioned on the same basis.

140. NIGAM (SR). Recruitment to civil services in India. Indian Political Science Review; 8,2; 1974, July; 211-18.

Reviews the pattern of examination question of holding examination in regional languages, eligibility conditions, and reservation of seats for the recruitment of civil service in India, and concludes that the recruitment policy should be so constructed as to be based squarely on the merit principle.

141. PATNAIK (AK). Haven for mediocrity. Business Standard; 1979, Aug 3; 5.

As the parameters for recruitment are very minimal, the higher civil services in India have become the best preserves of appalling mediocrity. The permanent civil servants who to implement the policy formulated by politicians, have to be men of vision, dynamism and independent thinking. This can be achieved if the personality test for recruitment is conducted under very objective conditions. The rigid parameters of precedents, conventions reduce men of cerebral capacity for rational thinking to mediocrity. The recruitment should be based on a test of total personality to find out the candidates individual traits like independent thinking, rational attitudes towards human problems, equanimity of temperament, etc. This will bring only such persons to the bureaucracy who are least likely to be mediocres.

142. PATTABHIRAM (M). Content and method of competitive exams. Hindu; 1974, Aug 1; 6.

The scheme of examinations conducted for recruitment of Indian Administrative and other Central Services is about the same as it existed during the British regime. As there has been a great change in the country, radical changes are necessary in the whole composition of the examinations. The issues discussed are : direct recruitment to the IAS, subjects prescribed for study for the competitive examinations, and usefulness of personality.

143. PATTABHIRAM (M). How autonomous are service commissions ? Hindu; 1974, Nov 28; 6.

Discusses the problems faced by the highest recruiting authorities of civil servants, i.e., the chairman and members of Public Service Commissions in the States and of Union Public Service Commission.

144. PATTABHIRAM (M). Recruitment to all Indian Services.
Hindu; 1976, Jan 12; 6.

This article deals with several important matters raised in the annual report of UPSC for the year 1974. The Commission has made some suggestions to remove the distortions in the recruitment system. The point raised by the state government against the constitution of new all-India services briefly discussed. As there is acute educated unemployment, the commission has proposed that a national recruitment policy should be evolved to enable a candidate to get suitable employment after graduation through an application and a single competitive examination. There is considerable variation in the popularity of UPSC examinations among the alumni of the different universities. This position has got to be studied and rectified.

145. PURI (Brij Nath). Hereditary appointments in ancient Indian administration. Journal of the National Academy of Administration; 9,3; 1964, July; 25-30.

On the basis of the study of the epigraphic record of different periods and from different regions, describes certain offices of a hereditary character and observes that the system ensured allegiance and a smooth running of administration.

146. QUAH (Jon ST). Measuring the effectiveness of public Service Commission in the new states: some relevant indicators.
Indian Journal of Public Administration; 20,2; 1974, April-June; 356-63.

Describes a proposed research design for measuring the effectiveness of Public Service Commissions in the new states of Asia and Africa which have been under British rule, e.g., India, Pakistan, Ceylon, Nepal, Malaysia and Singapore.

147. RAO (DN). Disparities of representation among the direct recruits to IAS. Indian Journal of Public Administration; 9,1; 1963, Jan-March; 88-94.

Examines the following questions with the help of statistical analysis : (1) Statewise distribution of direct recruits to the IAS. Are there any imbalances in regional representation; (2) What economic classes are these recruits drawn from; (3) To what extent the weaker sections of the community, notably, scheduled castes, scheduled tribes, women and agricultural interests, are represented in the service.

148. RAO (JR). Ranking candidates at a competitive examination. Indian Journal of Public Administration; 11,1; 1965, Jan-March; 74-82.

Examines the present method of ranking candidates and its deficiencies in the matter of ranking. Suggests a statistical device for the purpose with the intention of removing the defects of the existing system, in which a candidate is judged on the basis of the level he has attained in comparison with the others and not on an absolute scale. Attempts to illustrate how the suggested method is different from the one that is currently used, by drawing upon the results of the Indian Administrative Service examination held in 1957. Concludes that the application of the method, with a good number of students taking the examination in a particular subject is quite safe and can be employed at competitive examinations to make the ranking more objective.

149. RAY (Amal). Some aspects of recruitment of Public Servants in West Bengal. Indian Journal of Political Science; 30,1-4; 1969, Dec; 68-74.

In view of the growing number of public servants and their employment in diversified fields, discusses the problems of recruitment of right type of persons for Government Officers in West Bengal. According to him, the state Governments should

mainly be governed by two requirements: One is the need to attract competent persons to regional service; and the other is to constitute services in such a way as to discourage the spirit of localism. But the personnel recruitment of the State Government in India has largely failed on both the counts. Hence there is a paramount need for reorienting the recruitment policy to ensure a high degree of efficiency in administration and resist the tendency towards localism.

150. RAY (Shyamal Kumar). Administration : legacy and the task ahead Statesman; 1978, Nov 24; 8.

The composition, structure, organization, recruitment, training methods and even the behaviour pattern of the IAS. is the legacy of British colonial system. Since independence, our bureaucracy which is mainly of urban upper middle class background, coupled with a generalist tradition, breeds a sense of superiority and stands in the way of integration of administration with the mainstream of the national life. In view of the new tasks of the Government, it is urgently required that the present recruitment system should be replaced by making it broad based, the contents of the theoretical examinations should be recast, and the minimum qualifications lowered to the school-leaving certificate and the training course at the National Academy of Administration should be restructured to place greater emphasis on district administration and rural problems. The entire structure of the development administration should be suitably adjusted, keeping in view of French pattern, to meet the new challenges of socio-economic development.

151. RUSSELL (RV). Selecting future administrator's for leadership positions. Indian Journal of Public Administration; 23,1; 1977, Jan-March; 158-63.

The author refers to the question of the administration being complicated and requiring several skills of planning and organisation. In administration leadership with subordi-

nates and delegate powers. This, inturn, can count for success only if human motivations are understood and properly assessed. But human motivation can not be understood by adopting any simplistic approach. Moreover, there is always interaction between human motivations in an organisation and the work enviorement obtainable in that organisation. Research in this field has gone very far; indeed, precise knowledge about leadership traits increasingly being used in the selection of administrator's. Still it happens that many incunbent administrators do not necessarily show leadership qualities when put on the job. They have their minds centred on self-recognition; they are manipulators rather thean managers.

152. SHARMA (Baldev R). Selection for central services.
Economic And Political Weekly; 1979, Jan 27; 41.

The new selection policy for central services adopted by Union Cabinet in Oct 1978 lays down that civil service will have a preliminary qualifying examination, with freedom to answer question papers in English or any other regional language for the main examination. If the medium for the preliminary qualifying examination remains English and 'objective' type of test is employed, the change is likely to have merely an academic value, as it will go in favour of region and against the less privileged ones.

153. SINGH (Shaileshwar Dhari). Publci Service Commission in Bihar (1937-1959). Political Scientist; 1,1;1964, July-Dec; 85-95.

Describes the establishment, the formal and constitutional position, and the actual working of the Public Service Commission in Bihar covering the period 1937-59. Also examines the relations which have existed between the Government and the Commission during this period.

154. SINGHVI (GC). Indian Administrative Service: recruitment and foundational course. Journal of the National Academy of Administration; 17,3; 1972, Autumn; 451-59.

Critically examines the entire gamut of the plan of the competitive examinations and also the foundational course in all its ramifications. Pointing out various shortcomings and draw backs, concludes that the scheme though basically sound does require certain innovating structural refurbishing here and there. It calls for a solution directed to achieve a break-through into the professionalism orientation goal of the generalistic services. Suggests a solution comprising of structural changes in the recruitment character,

155. SUNDARESHAN (Suresh). Recruiting for civil service. Times of India; 1975, July 27; 6.

Examines the recruitment policy and training arrangements for civil servants in India. Considers the method adopted for recruitment on France, as suitable for India, i.e., to select the candidate after school career and to put him through a period of training for 3 or 4 years, in order to make the final selection on the basis of candidate's serious inclination towards the services.

156. TYABJI (Badr-ud-din). Civil Services: you deal with human beings. Statesman; 1977, Sept 22; 8.

Complaints are often made about lack of rapport between citizens and public servants. The civil servants who have increasingly to deal with human beings, should have appropriate qualities of temperament for good results. A face-to-face oral examination is the only practical method to assess these qualities. The author has suggested that in recruiting incumbents to all-India services, there should be a broad-based examination in five papers of one hundred marks each complemented by a viva-voce carrying three hundred marks. The question in the written examination can be suitably framed to test the quality of candidates mind and their capacity to think from different points of view.

157. VAKIL (CN). Should the UPSC conduct examinations in different Indian languages. Capital; 1968, Dec 26; 43-45.

The author does not appreciate the efforts of the UPSC to conduct its examinations in all the 14 languages. There would, not only, be difficulties in rationalising the marking of answer book in different languages but the system would foster regionalism in the country.

158. VERMA (SP) and SHARMA (Sudesh Kumar). Selecting higher administrators: a trend analysis. Prashasika; 2,3-4; 1973, July-Dec; 13-38.

Studies the civil service recruitment systems at higher levels of the central administration of thirteen countries, seven federal, viz., USA, Australia, Canada, Malaysia, Federal Republic of Germany, Nigeria and India and six unitary, viz., United Kingdom, France, Japan, Philippines, Thailand and Kenya. The article is divided into three parts, the first part deals with the structure of civil services in different countries to serve as a background, second part describes the techniques and procedures followed for selection and the last part contains some conclusions and the emerging trends which are identified on the basis of comparative study.

,RE-EMPLOYMENT

159. MAHESHWARI (Shriram). Employment of retired government officials in India. Indian Journal of Public Administration; 12,2; 1966, April-June; 232-54.

Mentions six dimensions of the problems of employment of retired government officials: (1) Employment in privately owned commercial and industrial enterprises; (2) Appointment to government posts which are of a political nature; (3) Employment of officials enumerated in the constitution itself; (4) Re-employment in government; (5) Employment in state-owned enterprises; and (6) Employment in organisation, though non-governmental in theory, but practically under the dominant

influence of the government. Of these the article deals with the first four by tracing the historical background and examining the post-retirement employment regulation in India, Great Britain and U.S.A.

, REFORM MEASURES

160. BAKER (CA). Trusteeship and the civil servant. Quarterly Journal of Administration; 5,4; 1971, July; 397-407.

The purpose of the article is to suggest that in law of trusteeship, it is possible to find a general guide to ethical conduct which is of substantial use to the civil servant in his every day life. The state has three main ways in which it guides or directs civil servants in the ethical aspects of their conduct : through the legislature and the courts, through public service regulations and ministry circulars, and through codes of conduct. These codes normally cover specific rules and are often very brief documents. Law of trusteeship can help these codes as a general guide to ethical conduct in the civil service.

161. DHARMA VIRA. Civil services: living upto contemporary reality. Man and Development; 1,4; 1979, Dec; 64-8.

After independence from a law and order government, we have come to an era of welfare state and to achieve the new objectives we need an entirely new and dynamic type of leadership at the political and administrative levels. Though the tasks are much more or less unaltered. The political half of the administration has become the dominant wing of administration. There is no direct contact between the people and the administrators as the old time method of frequent tours in rural areas by senior administrators has practically ceased. It is essential that the leaders in the permanent services and in the political wing of administration are chosen and trained with great care.

162. NATIONAL ACADEMY OF ADMINISTRATION. Civil Servants under the Indian Constitution. Journal of the National Academy of Administration; 7,2; 1962, April (Supplement); 1-180.

Syndicate held in 1961. The scope of the syndicate is an examination of the role of the civil servant his duties as a civil servant, has rights as a citizen and civil servant: whether conflicting, the constitutional safeguards necessary for an independent, impartial and stable executive machinery in a democracy, and the agency for recruitment and maintenance of morale. Contents: Historical evolution; Civil Servants and their rights; limitations of privileges; The doctrine of pleasure; Procedure and Safeguards; All India Services; The role of UPSC; Civil Service and legislature; Civil Service and judiciary; Civil Service abroad, Minutes of discussion and appendix.

163. TYABJI (Badr-ud-din). Rejuvenated civil service needed to hold the ring. Statesman; 1968, March 25; 4.

The role of the civil service in a parliamentary democracy has yet to be appreciated by the people in India. Until such time as the electorate is sufficiently educated to send only qualified representatives to the legislature and so long as the upsurge of agitations, regionalism and linguism, continues, the country's interest can be best maintained by a rehabilitated and rejuvenated civil service. It can hold the ring until such time as the various political parties learn to conduct their contests according to a recognized and nationally acceptable code. A full scale review of the needs and requirements of the various services would appear essential. Also, the emoluments and the terms of service should be such as would permit civil servants to function in an assured and conducted manner and enable them to maintain their proper position in the social milieu to which it is necessary for them to belong. Only then can they exercise the requisite moral authority over their field of responsibility and over people with whom they have to deal and discharge their duties effectively.

, RETIREMENT, PREMATURE

164. PATTABNIRAM (M). Review of premature retirements. Hindu; 1976, Feb 20; 6.

After emergency was imposed, a number of government servants were prematurely retired. The drive against corrupt elements should not affect the morale of government employees in general. The Union Government is going to appoint committee to review the cases of premature retirement. The officials concerned should be furnished with reasons for compulsory retirement and given a chance to defend themselves and rebut the allegations.

, COMPULSORY

165. MOTIWAL (OP). Compulsory retirement. Indian Journal of Public Administration; 21,2; 1975, April-June; 247-56.

Compulsory retirement means the retirement of a government servant against his will. In this article the author has summarised the important points of law regarding compulsory retirement as decided by various courts in India during the year 1974.

, ROLE in ADMINISTRATION

166. ✓ DHARAM VIRA. Services in parliamentary democracy. Indian Journal of Public Administration; 16,3; 1970, July-Sept; 314-20.

In view of the expected functions of the civil service in our democracy, examines the actual functioning of the services in India since independence.

167. ✓ GADGIL (NV). New administrator. Indian Journal of Public Administration; 5,1; 1959, Jan-March; 48-55.

Administrator means administrators who are of vital importance in the implementation process. Administrator with with a background of knowledge and experience, is in a better position than minister to advice on what is possible for implementation and what is not. The new administrator must, therefore, be firm, fearless and intellectually honest. As an administrator, he has many masters and he has to keep good relations with minister, legislature, and the public. In our democracy today, the administrator must be a statesman in the sence that he must have a balance mind. He must be a politician in the sense that he should be a realist and ready to compromise without prejudice to principles and lastly, he must be a man of constience who will do nothing that is wrong, unjust or unfair.

168. KARVE (DG). Public services in a democracy. Indian Journal of Public Administration; 10,1; 1964, Jan-March; 1-11.

Examines the position of the services in all democracies in general. The civil services, as a select order or cadre among the large classes of government servants is a specially designed part of the constitutional structure of democracy and have a special responsibility both in policy making and decision making. Their status is one of statutory and constitutional partnership with the other sharers of government power, viz., the political executive, the legislature and the judiciary. The public services as a pollar of democratic society would rank almost equally with the judiciary. The future of our democracy, as a form of government and as a way of life, will depend largely on how these two branches of the state conduct themselves in the days of rapid and critical changes which lie ahead of us.

169. ✓ KHOSLA (RP). Administrator of the Seventies. Indian Journal of Public Administration; 20,4; 1974, Oct-Dec; 723-29.

The situation in the seventies and the likely developments in the future decades, marked with the rapidly increasing pressure of population and its needs on the resources of this planet, demands a fundamental change in the emphasis on the methods and the skills of the men concerned with the implementation of government programmes.

170. ✓ KOCHUKOSHY (CK). All India Services: their role and future. Indian Journal of Public Administration; 18,1; 1972, Jan*March; 67-77.

The competitive examinations for the All India Services are open to all qualified young men without discrimination. The IAS is the successor of the ICS which was known for its efficiency. After independence there has been corrosion in the important role of All India Services. This corrosion is the result of misunderstanding. Democratic control is misunderstood as interference in the work of even local executive officers. The future of All India Services nevertheless is not going to be bad, because All India Services is a historic necessity. However the services will have to face new challenges. It is unfair to compare the old established private sector with the new toddling public sector manned by the services. Even law and order will continue to be important for a long time to come. Administration and management has become an applied science. In the interest of the country it is necessary to improve the image of the All-India Services whose members have never resorted to strike. Their is still job satisfaction but this should not be the only attraction for the All India Services Government must support them.

171. KULKARNI (VB). Administration : a jungle of weeds.
Indian Express; 1974, Nov 30; 4.

Despite some of the most outstanding officials with highly developed technical and administrative abilities, the affairs of the country are managed with atrocious incompetence. The Indian Administrative Service which gained the esteem of the public for its efficiency and devotion to duty during early years of post independence era, now suffers from a congeries of disease for which there is no cure. Outstanding university graduates prefer to serve the public sector, the mettle some young persons find it tring to serve political masters, and there is race for political patronage among most of the civil servants for personal advancement. In collusion with political corruption, administrative corruption has assumed massive proportions defying any worthwhile reform. The resulting demoralisation has affected the entire administration. The services must be drastically pruned , purified and made to realise its obligations to the government and the public. Whether the present political leadership is capable of undertaking some steps, is doubtful.

172. J RUSTOMJI (Nari). Changing the guard: unimportance of being earnest. Statesman; 1980, Oct 21; 6.

The effective implementation of government politics depends on an efficient civil service. In the past, ICS offered a career of dignity, self-respect and independence. Seniority was the main criterion for promotion and not much could be gained by winning favours at centres of power. It is a mistake to compare the style of functioning of two successive services, ICS and IAS. The IAS has to bear the main brunt of ministerial enthusiasm and busy-bodging. It has lost both ways. It has been denied the prestige and respect enjoyed by the ICS, and its officers are sermonised to live simply by dignitaries having no intention to act on their own precepts. The IAS should be accorded the respect due to it and offered the opportunity to build up a tradition of efficient service.

173. SHRIMALI (KL). Administrators today. Indian Journal of Public Administration; 6,3; 1960, July-Sept; 219-24.

Examines the role of administrative services in our new democracy and shows a direction in which the administrative services should orient themselves in order to make the welfare state a reality. In order to remove some of the defects leading to moral determination and loss of personal responsibility in administration, the most essential condition is to establish the closest cooperation and understanding between the civil service and political leadership. The civil servants should learn to sacrifice their private interests to the public good and should consider their service as an opportunity to serve the people rationally and objectively.

174. ✓ SINGH (Gurmukh Nihal). Changed role of the civil service in India. Civic Affairs; 6,5; 1958, Dec; 8-18.

The basic change from the autocratic to the democratic system of government has necessitated a complete reorientation of outlook on the part of the administration. The administrative machinery at the centre and in the states that has been subjected to many pressures, including grave problems of law and order, has to work with efficacy and a sense of urgency. The social, moral and economic uplift of the millions of people cannot be achieved except through sweat and toil, adequate leadership at all levels, and utilization of our resources through expert organizations. The future progress of India depends on a multitude of specialists, experts and experienced men of wisdom and the coordination of their activities.

175. SINHA (Brij Mohan). Indian Administrative Service: a comparative overview. Political Science Review; 12,3 & 4 ; 1973, July-Dec; 247-56.

The quality of recruits in the IAS is very much different than their predecessors due to the falling standard of university education, problems of large intake, policy of reservation of seats, and declining number of candidates appearing for the competitive examination against per candidate selected. The IAS has ceased to be the intellectual elite. Its present enviable position is constantly under attack. Either of the two alternatives may provide the way out: (1) The IAS admits the fall of standard, gives up the claim to ICS legacy, and accepts a position in the new order as recommended by the Administrative Reforms Commission; and (2) A serious effort is made to attract right type recruits to justify the legacy.

176. SOGANI (Meena). Role of the Chief Secretary in state administration. Administrative Change; 3,2; 1976, Jan-June; 87-96.

Discusses the system of state administration as it prevailed in India in the pre-independence period. Makes a survey of the role of the Chief Secretary in State administration in the past. Independence period and, on the basis of this analysis, describes the qualities, a Chief Secretary should possess.

, ROLE in ECONOMIC AND POLITICAL DEVELOPMENT

177. ✓ NAGSETHI (D). Public service in India. Journal of the National Academy of Administration; 17,3; 1972, Autumn; 568-72.

Highlights the problems connected with the public service in India, irrespective of the quarter from which it emanates and suggests some measures to deal with them for the overall progress of the country.

in ECONOMIC DEVELOPMENT

178. ✓ DESHMUKH (CD). Role of the Central Services in economic development. Indian Journal of Public Administration; 7,2; 1961, April-June; 125-35.

Examines the role of central services in economic development and emphasise the importance of management and administration. Expects a great deal of reflection, self restraint, conscious, positive and collective efforts from them in order to make further progress.

in EMERGENCY

179. ✓ PANJWANI (Ram). Civil Service and popular committess. Socialist India; 1975, Oct 18; 17-18.

With the promulgation of emergency, the civil service is active, alert and alive to the 20 point programme. If bureaucratic power is not properly controlled, it can destroy democracy and its values. It has to be ensured that the directives are properly carried out. Popular committees have been set up in Madhya Pradesh at the state, district and tehsil levels to implement the 20 point programme with zeal.

,RURAL BUREAUCRACY

180. ✓ PAPACHRISTOU (Gerald C). Indian extension staff: the case for revitalising the rural bureaucracy. Indian Journal of Public Administration; 26,2; 1980, April-June; 303-19.

Argues for revitalising the extension bureaucracy in India because of the drawbacks and weaknesses in its set-up and functioning. He speaks of bribery and political interference among the extension staff and goes further to lay bare the institutional weakness and lack of coordination between the several department and agencies dealing with rural development.

,SOCIO-ECONOMIC BACKGROUND

181. GOPALKRISHNAN (M) and JOSHI (RSK). Social background of regular recruits to the I.A.S. in a quarter of century from 1948 to 1972. Journal of the Lal Bhadur Shastri National Academy of Administration; 18,4; 1973, Winter; 554-94.

This is a study of the social, educational and economic background of the regular recruits to the I.A.S. from 1948 to 1972 covering 1982 recruits. Taking the help of tables used in an earlier study undertaken at the academy for the years 1948-60, tries to develop a comparative picture between the two periods, viz. 1948-60 and 1961-72.

182. OM PRAKASH. Socio-economic background of regular recruits to the IAS - a study. Journal of Constitutional and Parliamentary Studies; 12,1; 1978, Jan-March; 43-59.

The candidates selected on merit basis for recruitment to IAS have heterogeneous socio-economic backgrounds. In this paper the author has drawn a portrait in terms of individual, professional and occupational background of candidates recruited to the IAS from the period 1973 to 1975. It is based on statistics from the "Descriptive Rolls" of IAS probationers at the National Academy of Administration, Mussoorie. Based on various criteria the data is presented in thirteen tables. The criteria are religion, caste, sex, home state, rural or urban affiliation, income of parents, professional background of the candidates and their parents, etc.

183. ✓ OM PRAKASH. Socio-economic background of scheduled castes/tribes regular recruits to the IAS. Administrator; 22,2&3; 1977, Summer-Autumn; 1085-97.

This paper deals with the scheduled castes/tribes regular recruits to IAS during 1974 and 1975. The information was collected from the Lal Bhadur Shastri National Academy of Administration, Mussoorie, The socio-economic statistical data

pertaining to religion, faculty, education, universities, home state, rural and urban affiliation, income, etc, is presented tabular form.

184. TRIVEDI (RK). and RAO (DN). Higher civil service in India: a sample survey. Journal of the National Academy of Administration; 6,3; 1961, July; 32-64.

Based on a sample survey, the article studies the socio-economic background of the officers other than the direct recruits to the IAS, and makes a comparison between the ICS and IAS in particular and rest of the recruits to the IAS in general.

185. TRIVEDI (RK).and RAO (DN). Regular recruits to the IAS: a study. Journal of the National Academy of Administration; 5,3; 1960, July; 51-82.

A study of the background of the direct recruits to the IAS from 1948 to 1960. The aim is to examine : (1) Whether any significant patterns or trends have emerged over the last 13 years in regard to their social background as revealed by their father's occupations and their rural/urban affiliations, etc.; (2) Whether there is any concentration of the direct recruits belonging to any particular economic class ; and (3) Whether any particular type of education or studies in certain regional universities in the country have given any added advantage to the candidates in the open competitive examinations.

,SUGGESTIONS,UPSC

186. DESHPANDE (RA). Organisation & functions of Public Service Commission: a comparative study. Civic Affairs; 8,3 & 4 ; 1960, Oct-Nov; 22-28 & 13-21.

Analyses the organisation and functions of Public Service Commissions in various advanced countries including those in India, and makes some suggestions for the improvement of personnel management and administration.

187. \ / DESHPANDE (RA). Public Service Commissions in India.
Public Administration; 2,2; 1964, Feb; 9-12.

Salient features of the constitutional provisions of the Public Service Commissions are mentioned. It is argued that these provisions are unable to keep pace with the modern trend of management philosophy on personnel administration. Organisation and functioning of the Public Service Commissions should be improved. Certain suggestions are mooted out.

188. MUKHOPADHYAY (A). Toning up employment exchanges.
Business Standard; 1978, July 27; 5.

Briefly reviews the functioning of National Employment Service with the help of statistics. Suggests some reforms in the staffing pattern and the working of employment exchanges in order to meet the growing need of the future.

, SUPERIORITY COMPLEX

189. BUCH (GN). Administrator and politician. Journal of the National Academy of Administration; 17,2; 1972, June; 390-94.

Generally administrators blame the politicians for most of the ills of body politic and body administrative, and consider them short-sighted, ignorant and not above temptation. This is not correct. The political executives have their political career always on stake and any miscalculation would bring their downfall. The civil servant with his constitutional subordinate position is to advise the political executive and implement the decisions taken even if he is over ruled. In many occasions the civil servant may be irritated and even hampered in his work by his political chief. The only way is to try and dispel the clouds of suspicion which engulf the relations between the two. In this regard the civil servant can take the lead.

,SUSPENSION

190. NAYAR (Kuldip). Need to know civil servants, Indian Express; 1977, Dec 15; 6.

Deals with the discussion of arrest and suspension of Mr. B.B. Vohra in the meeting of Central and Indian Administrative Services Association. There should be a time limit within which the suspended officials must be given a charge-sheet. As senior officials play key role in execution of policies, it is necessary to know as to what ails them.

,TERMINATION

191. BANSI DHAR. Termination of service in government and industrial employment. Labour Bulletin; 30,4; 1970, April; 1-7. & 30,5; 1970, May; 1-4.

In two parts. First part deals with the termination of service in Government employment, while second part deals with industrial employment. It is concluded that enquiry is essential if the termination of service is on ground of misconduct and that the protection under Article 311 is available to all Government Servants permanent, temporary or officiating.

,TRAINING

192. ✓ BANERJEE (Ajit M). Advanced study and education for higher administration. Indian Journal of Public Administration; 9,3; 1963, July-Sept; 94-113.

Describes the composition, size and duties of higher administration. After examining the existing arrangements for study and training, emphasizes the need for a new perspective and programme, and briefly, sketches a scheme for promoting the required objectives.

193. ✓ BAPAT (SB). Training of the Indian Administrative Service. Indian Journal of Public Administration; 1,2; 1955, April-June; 119-29.

Describes the composition of the Indian Administrative Service, its functions and method of recruitment. Compares the training of the IAS probationers with what the good gardner does to the growing sapling, i.e., pruning the unwanted bits, supporting the weaker limbs, generally giving shape and direction but otherwise leaving the plant free to grow to its full natural stature. But this only relates to the basic training and real training only begins when he starts learning by doing. A brief syllabous of training is reproduced in the end.

194. ✓ BHAMBHRI (CP). Socialization of IAS officers: training and miliew. International Review of Administrative Science; 38,1; 1972; 61-71.

Studies the socio-economic background and attitudes of the officers of Indian Administrative Service who joined this service in July 1969. On the basis of returns received in response to a questionnaire administered to them in May-June 1971, i.e., after their institutional and field training. The analysis of the findings has been done in the following parts: (1) Socio-economic background of the IAS officers; (2) Their attitudes towards training; (3) Their attitudes towards political leaders; (4) Their attitudes towards superiors and subordinates in administration; and (5) Their attitudes towards development programmes or public policy aspects.

195. ✓ BHOJWANI (NK). Training of public servants in a developing economy. Indian Journal of Public Administration; 7,4; 1961, Oct-Dec; 447-73.

This paper was written in the early stages of the establishment of facilities for training persons engaged in managerial positions in commerce and industry. The author has stressed the need of similar training for public servants also.

Discussing the necessity and the objectives of training, the paper contains a concrete scheme of training suitable for the junior and middle levels of public servants. The material for training and the methods suggested in minute detail, reflect the influence of the Administrative Staff College of India where the writer underwent a course of training for one session and was a member of the Directing Staff for 4 sessions.

196. CAIDEN (Gerald). Reality and fallacies in civil service training. Civil Service Journal; 11,1; 1970, July-Sept; 27-30.

Five fallacies are analysed. They are: (1) We know what we are talking about when we discuss civil service training ; (2) Civil service training is relatively new and has emerged since the outbreak of World War II; (3) Training is simple and anybody can train and be trained; (4) All training is good, more the training better the civil service; (5) We know why training succeeds or fails . Different definitions of training emphasize on different aspects. The author has distinguished between training and education and is of the view that training is any learning that established a pattern of a behaviour in work situation. It comprises work performance work satisfaction and organizational loyalty.

197. CHAND (SK). Some problems of field training of direct recruits to administrative service in India. Journal of the National Academy of Administration; 15,4; 1970, Oct-Dec; 137-44.

Makes out a case for securing better integration of institutional and field training through institutional means. The district officer as a field training agent requires active assistance from his own staff as well as from the state training institute. The training institute should play an important larger role in training matter. Training methods should as far as possible be action-based.

198. ✓ CHATURVEDI (TN). Institution building for training in Administration. Management in Government ; 2,1; 1970 , April-June; 29-39.

Institution-building for training in administration is in itself a creative process of evolving and becoming a continuing endeavour of faith and hope rather than the finished product of a set formula either of intellectual sophistication or of administrative pragmatism. In the light of this, discusses the philosophical and programmatic dimensions, and the process of institution-building for training of higher public services in India.

199. ✓ CHATURVEDI (TN). Role of training in administration. Prashasika; 1,4; 1972, Oct-Dec; 5-27.

The operating problems of training in terms of working out goals of training, involvement of departments, responsibility for training, arrangements for training, identification of training needs for gaps, organisation of faculty, training contents and design of curriculum, selection of techniques, preparation of material, feedback or evaluation, linkage with personnel management, point out to the need for a long term strategy of planning. The actual implementation, phasing and determination of priorities will be required. The need may be to locate certain strategic areas as a starting point so as to create minimum of impact and which may have snowball effect. Training in administration has multi-dimensional problems and they merit continuing and comprehensive approach. In view of the developing dimensions and emerging problems in administration the entire approach to training in public administration has to be exploratory and pragmatic spirit. Any sound training strategy has to be backed by commitments to the role of training in administration as a matter of policy if we aim at a creative and achievement oriented administration responsive to the need of the people and capable of meeting the challenge of a changing society.

200. ✓ CHOUDHURY (Lutful Hoq). Training for development. Indian Journal of Public Administration; 26,2; 1980, April-June ; 378-83.

Lutful Hoq Choudhury writes on traing of administrators to enable them to meet the challenges of development in the context of the experience in Bangladesh. He sets out of the problems not only Bangladesh but of the developing countries in general and suggests that training needs and methods should be viewed as a continuous process in consonance with the changing development goals and policies. This, in turn, will mean appropriate changes in the training course content and strategy both with the view to raise the skills of the personnel and to infuse into them a sense of dedication ans responsibility in facing the tasks before them.

201. ✍ CHOWDHRY (Kamla). Developing administrators for tomorrow. Indian Journal of Public Administration; 15,2; 1969, April-June 221-27.

Suggests the formulation of a curriculum with more emphasis on science and technology, and behavioural sciences for tomorrow's administrators in order to meet the multi-dimensional aspects of administrative problems and decisions.

202. CHOWDHRY (RL). Assessment of training needs for Indian Forest Resource Managers. Indian Journal of Public Administration; 23,4; 1977, Oct-Dec; 1053-84.

Examines the nature of the duties and responsibilities of a Forest Resource Manager at various levels of the forestry hierarchy and critically assesses the adequacy or otherwise of the current education and training for him to function satisfactorily.

203. ✓ DAYAL (Ishwar). Development of Administrator's.
Economic Times; 1975, Dec, 15 & 16; 5.

In this article the author has briefly discussed the strengths and weaknesses in personnel administration in Government of India and the need for taking certain steps to prepare the administrators for future tasks. Personnel administration in government is highly complex because of its size, the variety of the tasks it handles and the vast area it covers. The important aspects of the politico-administrative character of the public system which impose certain limitations on personnel administration in government are analysed. More careful planning to give broader based experience is necessary to prepare the administrators for future tasks. For devising a programme of systematic development of human potential in public administration, action in three areas seems necessary. The areas are: (1) General policy decisions; (2) Emphasis on apprenticeship and planned experience ; and (3) Training in areas in which new skills are necessary. These three areas are analysed.

204. ✓ DEVASAR (R). Training needs: how best to meet them ?
Management in Government; 6,3; 1974, Oct-Dec; 269-83.

In this article, the author has tried to prove that for a developing country like India, where training institutions are so few and persons to be trained so many, our training needs can be adequately and effectively met by 'training while you work' with the boss as trainer. Statistics over the years have proved that 'what a person learns on the jobs is vital not only to his own progress but also to the progress of the organisation'. It has also often been said that the best boss is he under whose direction, the person learned the most and experienced the most personal growth. On the job training combines a maximum of convenience with a minimum of the obstacles adults fear in learning because training will

be at the work site, in his working environment, preferably during normal working hours, with his own colleagues as classmates and the boss as his trainer. It is economical, practical and the results are immediately discernible.

205. ✓ DIAZ (SM). Management of men and its place in the training of civil servants. Journal of the Lal Bhadur Shastri National Academy of Administration; 20,3; 1975, Autumn; 1041-49.

Describes the concept and the levels of 'management of men'. Discusses the qualities a good manager should possess and gives some principles of man management which may be of help in ensuring abiding loyalty and efficient performance amongst civil servants.

206. D'SOUZA (JB). Training permanent politicians. Times of India; 1980, Oct 23; 6.

Undoubted there is a galloping fall in the quality and effectiveness of civil servants. Training is one of the reasons why the country is so ill-served by its administrators. Raw recruits to the civil service get practically no preparation for the political exposure which besets them throughout most of their working life. Administrators should be trained to recognise their role in policy-making and encouraged to practice it. Trainers should instill a sense of mission in the civil servants to bring them closer to the people.

207. GOPALAKRISHNAN (M). Civil service tradition and opportunities. Journal of the National Academy of Administration; 13,1; 1968, July; 51-56.

Describes the conditions under which an assistant collector has to live in when he arrives in distant headquarters for training completely ignorant of the people and often imperfectly acquainted with their languages.

208. ✓ GOSLIN (RC). Defining contents and procedures for effective evaluation of course programmes. International Review of Administrative Sciences; 42,1; 1976; 59-67.

Evaluation is a much neglected aspect in public administration training and there is often a failure to consider differences in function and emphasis between training and education. This paper attempts to focus upon two aspects of evaluation in public administration training, i.e., adequate approaches and the selection of practical procedures and techniques.

209. GOSLIN (RC). Methodological approaches in public administration training. International Review of Administrative Sciences; 41,1; 1975; 1-15.

To develop a methodology of training in an area of public administration - variously regarded as an art, science, or more commonly as indefinable amalgam of the two, inextricably bound up with human environmental ingredients is to embark upon a task beset with contaminants, constraints and variables. This paper deals specifically with methodology of training in public administration rather than public administration training although some aspects of this are included.

210. ✓ HARAGOPAL (G) and SOFI ALI. Equipping civil servant for challenges of development administration. Journal of the National Academy of Administration; 16,1; 1971, Jan-March; 57-64.

In view of the many changes in the social and political fabric, widening gap between the targets and achievements and change in the concept of a civil servant, stresses the need for a thorough overhauling of the present training process and points out some changes and modifications for the purpose.

211. ✓ HOOJA (Rakesh). HCM, SIPA and LBSNAA: the complementary role of training institutions in training of IAS regular recruits. Indian Journal of Training and Development; 9,4; 1979, July-Aug; 31-34.

Regular recruits to the IAS are imparted training at the Lal Bahadur Shastri National Academy of Administration and the various State institutes. Officers allotted to the Rajasthan cadre of IAS are imparted training at Harish Chandra Mathur State Institute of Public Administration. In this article the author has dealt with the coordination and integration of these training activities. It is suggested that the training at LBSNAA and HCM SIPA should be broken up into three parts: (1) Sectorwise role of field level IAS officers; (2) Their role in corporations and the like; and (3) Ministry wise role of Secretariat level IAS officers. The courses should be the same with change in emphasis only. One new paper entitled 'Role of an IAS officer in development and progress of country should be introduced. A tentative syllabus for this paper, with each topic broken up into its rural and urban aspects, is presented.

212. ✓ JAGANNADHAM (V). Some issues in administrative training. Prashasika; 4,3-4; 1975, July-Dec; 16-22.

Discusses the objectives, types, methods, techniques and skills of administrative training, as well as the constraints faced by both the trainers and the trainees.

213. ✓ KEELINGS (Desmond). Central training in the civil service: some general issues. Public Administration (U.K.); 50; 1972, Spring; 1-17.

The general issues in training for the public service are discussed here under three heads: (1) The provision of effective courses; (2) The development of efficient training and (3) Training as an investment. An effective training course is one which achieves in large measure its objective

in terms of extending the knowledge, increasing the skill or changing the attitude of those attending it. The distinction between training and education is analysed. Training course is compared with theoretical production. The course director deploys various training methods in the sequence and proportion most suitable to a particular course. The problems in repeating the courses at intervals are discussed.

214.

KHANNA (BS). Training of the administrative service in the states. Indian Journal of Public Administration; 1,4; 1955, Oct-Dec; 354-60.

Describes the training imparted for State Administrative Service Officers in the states of Punjab, West Bengal, Madras, U.P. and Bihar. Stresses the importance of the reorganization of training programmes in order to enable the officers to shoulder the heavier and more complex responsibility of socio-economic reconstruction of the country, besides maintaining law and order; Suggests measure to reorganise training facilities including the appointment of a Director of Training in every state, who should be made responsible for drawing up and implementing the schemes of training, and the establishment of a staff college in which the probationers of all the higher services in a state should get training together.

215.

KHOSLA (RP). Training the administrators: the problem of motivation. Indian Journal of Public Administration; 11,4; 1965, Oct-Dec; 721-30.

Discusses some of the problems that arise in connection with the institutional training of the general administrator. Due to the varied duties of a general administrator, it is difficult to define his training needs. The main problem is to relate the content of training to the actual job to be done. Keeping in view the aim of training, analyses the factor that influence the shape and content of a training factors that influence the shape and content of a training programme. Highlights the need of motivation in the absence of any apparent correlation between a programme of training & the duties.

216. ✓ KUKKAR (JC). Civil service training and management of change. Prashasnika; 1,4; 1972, Sept-Dec; 95-107.

The major implication of the rapid pace of technological advance is that we have arrived at a situation where our knowledge has out-stripped our capacity to handle it. Administrators in the future will have to develop competence and ability to 'manage change' if the society is to benefit from the opportunities thrown up the technological revolution. Today, we are witnessing a conflict between human reaction to change and an increased need for change, particularly, in the developing countries. The civil servants who have to perform the role of 'change agent' in these areas have to be so equipped that they may diagnose, understand and resolve human resistance to change. Training of the civil servants, therefore, must be planned with a view to helping them to promote change and manage conflicts in a society which is changing at a faster pace than in the past.

217. ✓ KURUP (PKB). Training for civil services: the O.D. approach. Prashasnika; 1,4; 1972, Sept-Dec; 57-66.

In view of the new dimensions added to the role of civil servants, highlights the need for an integrated approach and a total training plan in order to equip them for the various functions they are expected to perform in the post-independence period.

218. ✓ MAKHIJA (HR). On the job training for administrative improvement. Journal of the National Academy of Administration; 16,1; 1971, Jan-March; 65-69.

Stressing the importance of on the job training, the paper deals with the day-to-day training given by the supervisor to his subordinates as he goes along with his job.

219. ✓ MATHUR (Hari Mohan). Training administrators for rural development: recent experience in Rajasthan, India, International Review of Administrative Sciences; 43,4; 1977; 369-72.

The urgent need to prepare administrators for the development challenge has created heavy demands on the training institutions. HCM State Institute of Public Administration (SIPA), Jaipur, Rajasthan has conducted various programmes in the area of development administration. Giving some observations based on this experience, concludes that while the lack of trained manpower admittedly is a great hindrance to the successful execution of development programmes, and training by stimulating human resource development importantly contributes to the development process, it should be recognized that training has some limitations. And that the subsequent training efforts cannot succeed in wholly remedying the deficiencies which result mainly from the ill-founded personnel policies.

220. ✓ MELKOTE (AS). Training for development. Journal of the Lal Bahadur Shastri National Academy of Administration; 20,3; 1975, Autumn; 1059-65.

The object of the paper is to suggest some strategies of making available the personnel possessing the requisite knowledge and skills for the development efforts. Suggests reorientation of our educational system to the needs of a developing society and the provision of pre-induction training in order to bridge the gap between school/college training and job requirements.

221. ✓ NANDY (Raj). Training of government personnel in India: search for a realistic approach. Management in Government; 9,1; 1977, April-June; 64-74.

The value of training is being increasingly realised by governments at all levels in India. Obviously the benefits from training programmes must be greater than the costs involved. Unfortunately our programmes are not attuned to the needs

of trainees. 'Hard-boiled' approach should be preferred to 'generalist' kind of approach. The weaknesses of the present training programmes are pointed out and an alternative approach based on the actual and immediate needs of the organisation is presented.

222. ✓ NANEKAR (SR). Public administration training for change. International Review of Administrative Sciences; 39,1;1973; 56-60.

Public administration training is a conscious and systematic effort to teach how human beings collectively apply the science and art of administration to specific public functions in a given environment to achieve the best possible results, in terms of both public objectives and individual self-fulfilment. The ever changing environment in which administration functions, imposes ever-new functions and responsibilities on administration. So administrators must be trained in how to understand by self-effort the ever-changing character of their jobs. Formal training should only be the beginning of a long unending process of self-learning. An important aspect of public administration training is laying of solid moral foundation in administrators for willingness to change continuously in the public interest. Since 'Public Good' is ever-changing, administrative behaviour must also be ever-changing. Administrators must be trained in problem-oriented research. An ideal trainer is one who is an administrator and an academic rolled into one.

223. ✓ PARKINS (C Richard). Human relations training and civil servants. Prashasnika; 1,2; 1972, April-June; 25-41.

Human relations training provides a link between the requirements of the organisation and the behaviour of its members. This paper attempts to discuss broadly the possible utility of human relations training in enhancing the behavioural capacity of public servants to respond more effectively to the tasks of public service. Suggests relationships between

government service and individual behaviour and ways in which human relations training can participate constructively in associating or reconciling the two.

224. ✓ PARKINS (C Richard). Training and development: pragmatics and predicaments. Indian Journal of Public Administration; 21,4; 1975, Oct-Dec; 694-710.

Training helps in bringing out a uniform or standard interpretation of policies and procedures in a vast complex administrative system. The author lauds the Institute of Public Administration and Administrative Staff College for providing training to the public officials and civil servants to improve their efficiency and effectiveness of the administrative system to which they belong. It is suggested that a selective training should be given to suit particular administrative needs and requirements. Steps should be taken to encourage a composite staff within training. Training institutions should be independent from governmental body which will allow them for free scope of action.

225. ✓ PHADKE (YD). Foundational and in-service training to cadres of development administration. International Review of Administrative Sciences; 32,1; 1966; 68-72.

Indicates broadly the problems which arise in developing countries when efforts are made to provide foundational and in service training to cadres of development administrators. Also suggests some of the possible ways in which these problems can be solved.

226. POTTER (David C). Relevance of training for Indian Administrative Service. Political Science Review; 8,3 & 4 ; 1969, July-Dec; 325-46.

This essay reports the research done by the author in the winter of 1966-67 on the training of direct recruits to the IAS. The question raised in the research paper is the extent to which the training is perceived as useful by those

younger IAS officers who have recently been through it. The general conclusion is that they perceive their training to have been largely irrelevant to their subsequent behaviour as civil servants. The findings are based on author's personal interviews with sixty-five direct recruits to the IAS who completed their training between 1966 and 1967.

227. ✓ PURI (BN). Training of civil servants under the company. Journal of the National Academy of Administration; 12,1; 1967, July; 58-81.

There was no systematic training imparted to the employees of the East India Company. Lord Wellesley took the first step in this direction by establishing the college of Fort William in November 1800. But Wellesley's plan to give this college an all India character was not approved by the Court of Directors. In 1808 the Government of Fort St. George established a collegiate institution providing for instructions to its civil servants in Indian languages. Meanwhile, the Court of Directors, while, vetoing the scheme of Wellesley expressed their opinion that Company's servants should receive a liberal European education. Thus was established East India Company College at Haileybury in 1806. The detailed informations with regard to the college are given under following heads: admission recruitment; Syllabus; Daily routine; Lectures; Types of pupils and the problem of discipline; Social life and extra curricular activities; Examination and assessment; and the End of the training.

228. ✓ RAY (SK). Higher education for government managers: case for a new university. Business Standard; 1980, June 12; 5.

The personnel recruited to the executive cadres in different sectors and departments of the Indian Government remain confined to their daily chores and do not take any efforts to acquire the continually developing knowledge in management and technology. No organised efforts are made to harness the talents

available with the government. A venue should be developed for higher academic studies in management and technology for government managers of today and tomorrow. A tentative outline on which such a full-fledged university should function is presented.

229. SADASIVAM (SN). Role of theory in training of civil servants. Hindu; 1980, Feb 4; 7.

It is necessary to train civil servants to make them competent to perform the complex tasks of the welfare state. The higher echelons of administrative hierarchy still persist with the apprenticeship scheme and have comparatively ignored the usefulness of instructions in theory. The sources from which prejudice against the study of theory normally emanates are pointed out. The author has analysed as to how theoretical knowledge helps in transforming the administrator from a mere instrument of social control into a major instrumentality of social change. Inclusion of theory in civil service training builds up a sound system of administrative engineering.

230. ✓ SAHAI (Govind). Need for integrated training. AICC Economic Review; 1960, May 1; 9-10.

Discusses the problems, which form a bottleneck, in the expansion of training activity. Stresses the need of proper attention, in right earnest, to training in order to develop its glamour, to draw cadres and resources to its fold, and to add to our efficiency and minimise waste and duplication of effort. And, for that purpose, training should be given top priority and some sort of centralised machinery both at the state and union level should be evolved to provide constant initiative and direction to all training activity so that the different components may work in complete harmony and unison to accelerate the process of socialist transformation.

231. ✓ SETHI (Narendra K) and SETHI (Kiran K). Manpower development in administration. Economic Times; 1974, Sept 17; 5.

Manpower development focuses on three distinct but interrelated dimensions: (1) Learning process; (2) Motivational framework; and (3) Training. The article analyses the process of manpower development by examining the critical doctrines and concepts included in each of the three major components of the overall manpower development area.

232. ✓ SNOWISS (Leo M). Education and role of the superior civil service in India; Indian Journal of Public Administration; 7,1; 1961, Jan-March; 6-25.

Discusses the education and training for the superior civil service positions in India with particular emphasis on the relationship between the education prescribed and the functions assumed by these administrators. Adopts historical method to approach the problem and traces the history since the second half of the 18th century keeping in view that even the ardent nationalist leaders have perceived that the administrative apparatus inherited from their enemies should not be tempered with in a fit of xenophobic zeal. Modifications might be needed but many traditions established by Wellesley, Macaulay Munro and others remain unchanged in principle.

233. ✓ SUNDARAM (S). Management development for the civil service. Management in Government; 3,4; 1972, Jan-March; 314-20.

Highlights the need of proper education and management training for the executive and administrative sectors of the public service, in order to accomplish the objectives of a developing country like India.

234. ✓ TYAGI (AR). Administrative training: a theoretical postulate. International Review of Administrative Sciences; 40,2;1974; 155-70.

An elaborate system of training and development is necessary to enable the Indian civil servants to carry out the planned programmes. The important issues involved in preparing the civil servants for adequate performance of their administrative roles are: (1) The overall concept or philosophy of administrative training appropriate to the developing society, particularly of India during the decade of the 1970s; (2) Determining and designing the curricular contents of a training programme; (3) Designing appropriate techniques of training; and (4) Determining the institutional responsibility for administrative training. These issues are exhaustively discussed to provide a framework to study the existing system and future needs of administrative training in India.

235. ✓ VENKATANARAYANAN (R). Training of IAS officers. Indian Journal of Public Administration; 18,2; 1972, April-June; 279-79.

Deals with the training of probationary recruits to the IAS and their subsequent in service training. Discusses the existing training syllabi and proposes a system suggesting many changes in the mode of training.

236. ✓ WADHWANI (M). Role of the training coordinator in the development of personnel. Parshashnika;1,4; 1972, Sept-Dec; 67-81.

Discusses the role and **importance** of the training coordinator in the light of the recommendations of the Administrative Reforms Commission concerning the training needs of the middle and senior levels concerning various areas of specialisation.

237. ✓ ZANER (Theodore). Programmed instruction and its use in the public service. Public Personnel Review; 27,2; 1966, April; 133-35.

Programmed instruction is based on two fundamental postulated theories: (1) Skinnerian or linear concept which, in over simplified terms, calls for the analysis and development of an ideal step-by-step path through which the student will make learning progress with maximum efficiency ; (2) Crowderian or intrinsic concept which is the sideways approach. The intrinsic approach provides for alternatives to suit the status of development of individual learner. It essentially allows for 'branches' and provides for alternate routes to the ultimate educational goal. It was found that relatively few government activities utilise programmed instruction, particularly in the public service. The undeniable potential of programmed instruction is encouragement enough to adopt this method of instruction to improve the government training programme. Although it has been demonstrated that in some situations the use of programmed instruction in management training is an economical, if not a superior, training procedure, the author is of the view that the method is not useful for group development.

,WOMEN,PERFORMANCE

238. ✓ VITHAYATHIL (Teresa). Women in the IAS. Journal of the National Academy of Administration; 16,4; 1971, Oct-Dec; 91-8.

This paper, with the background of social history, studies the peculiar factors, inherent or environmental, arising from relevant factors incidental to their sex which have a bearing on IAS women in their performance as administrators.

, PROBLEMS

239. ✓ MISRA (Shashi). Women today in public administration: some psychological aspects. Public Administrator; 1978, Jan; 83-92.

This article deals with the problems encountered by a woman entrant to the Indian Administrative Service. Women's awareness of the working of the occupational world is extremely hazy. A woman officer faces difficulties in being accepted by her superiors, subordinates and public in general. Touring in rural areas also poses problems. But once settled, a woman officer can do as good a job as her male colleague in all fields of administration. Some advantages peculiar to women administrators are pointed out. Psychologically a woman administrator's limitations arise mainly on account of her parallel, and at times conflicting role as wife, house-keeper and mother.

, WORKING CONDITIONS

240. ☺ DAVE (MM). Government servants and their positions. Opinion; 1971, May 25; 15-20.

Describes pitiable conditions of the lower class employees of the government with regard to the salaries, etc., they receive and the lives they lead.

241. MATHUR (Kuldeep). Crisis of distrust: dissatisfaction in the civil service. Hindustan Times; 1974, March 24 ; I.

Several outstanding features of the relationship of civil servants with the government were highlighted in a recent survey of job satisfaction of 176 administrators in an Indian state. It was found that most of them were highly dissatisfied with government service. The major reason for civil service estrangement is the perceived unfairness in promotions, postings and transfers. Economic reasons are not considered that important. It is widely believed that this unfairness is because of political interference in administration. There is a deep suspicion of politics and government actions are seen within

this framework. Therefore, it is argued unless trust is consciously developed, short term measures cannot raise their morale.

242. MOTIWAL (Om Prakash). Development of legal rights of civil servants in India. Journal of the Indian Law Institute; 17,3,1975, July-Sept; 437-45.

During the East India Company's days employees could be removed from service without assigning any reason. The Government assumed unfettered powers under the Government of India Act, 1858 to dismiss any government servant with no remedy against arbitrary action. The provision under the Government resolution of July 27, 1879, that the charges should invariably be reduced in writing, remained a mere assurance on paper. Even the Government of India Act, 1919 did not confer any right on the employees. For the first time certain rights were guaranteed under the Government of India Act, 1919. The provision under Civil Service Rules, Fundamental Rules, Government of India Act, 1935, and the Indian Independence Act, 1947 is briefly described. Article 310 of the Constitution of India provides for tenure of civil servants, and in departmental proceedings, the principles of natural justice have been made applicable. Moreover, judicial review of administrative action has created a fear in the minds of the people who control the reins of administration.

243. MOTIWAL (Om Prakash). Right of equal opportunity of civil servants. Journal of the Indian Law Institute; 11,3,1969, July-Sept; 328-43.

Citing various relevant cases and interpretations of Indian courts, the author examines how far the equal opportunity, guaranteed by Art 16 of the Constitution has been granted to the civil servants: (i) in the matter of appointment (ii) in the matter of promotion, and (iii) in regard to other conditions of service.

244. NAYAR (Kuldip). Improving government's working.
Indian Express; 1976, May 6; 4.

In spite of the efforts since independence to improve the working of the government, the gains are rather inconsiderable. No improvement in government's functioning is possible unless the employees realize that they are primarily servants of the public. Various measures are proposed which will go a long way to create the atmosphere and environment in which employees may begin to change their attitude and behaviour.

245. RAI (Udai Raj). Secretary of State's service and the end of their special privileges: a historical review. Indian Journal of Public Administration; 19,4; 1973, Oct-Dec; 627-43.

Parliament, by the Constitution 28th Amendment Act, 1972, has abolished the special privileges enjoyed by the erstwhile Secretary of State's services under Article 314 of the Indian Constitution. This paper gives a historical review of those services and their rights and observes that their abolition by the constitutional amendment has only ended something which even otherwise would have ended after a few more years.

246. SARDAR SINGH. Civil servant's recourse to courts of law: report on study of cases in Rajasthan. Journal of the National Academy of Administration; 17,1; 1972, March; 83-96.

The incidences of government servants resorting to courts of law to seek redress of grievances arising out of disciplinary action against them have been increasing for quite some time. This study purposes to analyse these cases to find out the reasons for the same so that effective action could be taken to minimise such incidences and also to safeguard the purpose of disciplinary action against government servants in the context of administrative vigilance. The area of study is the state of Rajasthan.

247. SHAH (SR). Democracy and discipline in public services in India. Journal of the Lal Bahadur Shastri National Academy of Administration; 18,1; 1973, Spring; 115-21.

Stresses the importance of discipline in public services in order to increase their efficiency and performance and discusses the factors which influence the discipline and loyalty in public servants.

248. ✓ SHARMA (Sudesh Kumar). Development oriented adjudication: civil service tribunal in India. Administrator; 21,4; 1976, Winter; 891-98.

In India, with increase in government activities many administrative tribunals have been set up and they are exhibiting more autonomy and flexibility than government departments. Very soon civil service tribunals are also likely to be set up. In this paper an attempt is made to discuss the implications of Civil Service Tribunals and also to explore the possible model. Various reasons which justify the setting up of such tribunals are pointed out. Jurisdiction, composition and procedures of the proposed tribunals are analysed. The author hopes that such tribunals will fulfil the expectations and aspirations of the civil servants.

249. SINGHVI (GC). State civil services as a course of recruitment to IAS: concepts & structure. Prashasnika; 2,3-4; 1973, July-Dec; 1-12.

The overall position of the state Civil Services promotees to the IAS cadre is not very happy. Their salaries and seniority are not fixed according to their strength of services in state service cadre, and as such they get little chances of further promotion. It is damaging to their good morale. The author suggests certain ways and means to give a fair deal to them, and also evolves a formula for arriving at an allotted year for fixation of seniority.

250. SINGHVI (KK). Public servants and constitutional amendments. Quarterly Journal of the Local Self Government Institute; 47,2; 1976, Oct-Dec; 11741.

Reviews with the help of case laws in this analytical, article the constitutional protection guaranteed to the tenure of service of civil servant in India.

251. SWAMINATHAN (Lakshmi). Civil servant's right to be represented in disciplinary proceedings. Journal of the Indian Law Institute 16,2; 1974, April-June; 282-96.

Under Article 311(2) of the Indian Constitution civil servant cannot be dismissed, removed or reduced in rank except after holding an inquiry. Whether a civil servant against whom an inquiry is constituted, can represent himself through a counsel, has been an issue before the Indian courts for quite sometime. The author examines some decisions of various High Courts and Supreme Court of India and also decision of Lord Denning in *Pett v. Greyhound Racing Association Ltd.*, and submits that the civil servants must be given a right to be represented by counsel.

252. TYAGI (AR). Legal status of civil servants in India. Modern Review; 111,3; 1962, March; 191-200

Discusses the system of civil service status in India under the following heads: Life tenure; Administrative rights and privileges; Remedies for breach for service rules; Procedural safeguards in the event of removal or dismissal; Remedies for breach of constitutional safeguards; Code of conduct; **Personal rights**; Political rights; Trade union right; Staff committees.

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